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ABSTRACT

This report presents findings, implications, and resulting recommendations from a study of the provision of educational programs for and by the Florida State Correctional System. After introductory materials on the state's correctional system and the purposes and methods of the study, the report provides information on: (1) programs offered within and to the correctional system and program enrollments; (2) program administrators in educational and correctional departments; (3) program costs and sources of funding; (4) the adequacy of program facilities; (5) current qualifications for educational staff; (6) procedures used to assess the educational needs of offenders; (7) current resource levels in each educational program; (8) the quality of programs provided for the Dade County Public Safety Correctional System; and (9) the types of training being provided for correctional officers and the fee policies being used. After a discussion of the implications of study findings for the needs of different types of offenders and correctional staff, recommendations are provided covering the curricula to be offered by each department; alternative funding options for enhancing each department's programs; appropriate staffing levels and qualifications for educational staff; criteria for assessing offenders' educational needs; appropriate resource levels; and funding sources. The report includes data tables on enrollments, costs, and staffing; and definitions of terms. (HB)

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EDUCATIONAL PROGRAMS
PROVIDED FOR THE FLORIDA STATE
CORRECTIONAL SYSTEM

VOLUME I. FINDINGS AND RECOMMENDATIONS

Dr. Jack Tebo
Mrs. Shirley Mabe

FLORIDA: A STATE OF EDUCATIONAL DISTINCTION. "On a statewide average, educational achievement in the State of Florida will equal that of the upper quartile of states within five years, as indicated by commonly accepted criteria of attainment." Adopted, State Board of Education, Jan. 20, 1981

State of Florida
Department of Education
Tallahassee, Florida
Ralph D. Turlington, Commissioner
an equal opportunity employer

December 30, 1982

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Introduction

The 1982 General Appropriations Act, Chapter 82-215, Item 241, Laws of Florida, directed that the Department of Education, with consultation from the Department of Corrections and the Legislature, conduct a study of the educational programs provided for the state correctional system. A copy of this language may be found at Appendix A. Also, in the Community Colleges section, Item 352 of this Act and Chapter, it was directed that Full-Time Equivalent (FTE) funding generated in the 1983-84 community college program fund for instructional programs for correctional officers and inmates through contracts based on in-kind services will be in accordance with recommendations of this study (See Appendix B).

Mr. Louie L. Wainwright, Secretary of the Florida Department of Corrections, communicated on June 16, 1982 with Mr. Ralph D. Turlington, Florida Commissioner of Education offering his department's assistance in the conduct of this study and appointing Mr. Bob Thomas, his Chief of Education Services, to represent him and the department (See Appendix C). Commissioner Turlington, following staff discussions, designated nine representatives of the Department of Education to serve on the Educational Programs Provided for the Florida State Correctional System Study Group on July 16, 1982 (See Appendix D):

Chairman - Jack Tebo

Principal Assistant - Shirley Mabe

Division of Public Schools - Philip Rountree, Nancy Thomas

Division of Community Colleges - Stafford Thompson, Lew Wagar, Iven Lamb, Jr.

Vocational Education - Benjamin Powell, Talmadge Rushing

State University System - Bruce Mitchell

Secretary Wainwright and Commissioner Turlington both indicated that additional staff support as needed would be made available from their respective departments. The first meeting of the study group was held on July 27, 1982, at which time, due to the extensive nature of the study, a milestone chart delineating a 4-phase approach, subsequent meeting dates, and target dates for the accomplishment of specific tasks was endorsed by the Group (See Appendix E). The legislation was separated into nine tasks and a subcommittee to perform each task was formed (See Appendix F). A procedure was developed for each subcommittee to develop and disseminate its draft paper to all members of the full group prior to future meetings in order that drafts could be reviewed for the purpose of providing feedback and developing additions, deletions, and changes.

Three follow-on meetings of the full group were held on September 8th, October 1st, and October 26th. At the October 1st meeting seven new subcommittees were formed to develop recommendations as indicated in the legislation which directed the study (See Appendix G). The four meetings were attended by legislative and departmental staff workers who provided help, advice, and counsel to the study group both during and between meetings:

Senate - JoAnn McCollum
Ray Wilson
Patsy Eccles
Jean Swafford
Otis Mallory
Edward Woodruff

House of Representatives - Jim Reese
Nancy Avery
Frank LaPorta
Erin McColskey

Department of Corrections - Benjamin Groomes
Fred Murray
Bob Thomas
Gloria Ward

Department of Education - Tom Dunn
Julie Goodwin
Mae Clemons

Publications related to the topic of this study may be found almost daily in magazines, books, newspapers, and research documents throughout the country. Perhaps the most revealing recent article appears in Time Magazine's September 13, 1982 special: "What Are Prisons For?", in which it was pointed out that too many prisons in America punish and lock the worst away, rather than rehabilitate. The overcrowding and inattention to an inmate's ability to become a contributing member of society place enormous pressures on prison space, with resulting alternatives of huge prison-construction projects. There are, however, reports such as the March, 1981 publication by the National Advisory Council on Vocational Education's "Vocational Education in Correctional Institutions" to the President and Congress of the United States, in which U.S. Attorney General William French Smith is quoted:

> . . . criminals must one day return to society and it is a wise investment to make our prisons habitable places where prisoners can receive vocational training to enable them to be responsible citizens.

In 1980 there were 208 inmates in Florida's state correctional institutions for every 100,000 population, compared to the U.S. average of 124, placing Florida 5th in the country, compared to its being 11th in the U.S. in 1970 with 93 incarcerated per 100,000.*

*The Corrections Yearbook, 1981, Criminal Justice Institute

Florida is 10th nationally in police spending of $68.10 per capita in state and local expenditures for police protection and 4th nationally in police effort of $7.57 per $1,000 of personal income for police.* These compare to the U.S. averages respectively of $59.57 per capita and $6.26 per $1,000 income. It is clear that a top priority of the citizens of Florida is police protection and police effort, which has the resulting potential effect of an ever-increasing inmate population in our correctional institutions. Since 1976, when the Florida Department of Offender Rehabilitation became the Department of Corrections, there have been strong efforts made to provide instructional services for state institutionalized inmates from the school districts and community colleges. Prior to that time practically all of the education process was conducted by a staff of about 410 instructors and administrators employed by and assigned to the correctional institutions, and currently less than 500 are assigned for these purposes. At the same time, the state prison population grew from a 1977 total of about 17,000 to a present-day total of over 27,000 inmates. The school districts and community colleges have been intensively engaged and contracted with since 1976 to provide instructional services at an increasing rate over these past six years.

Therefore, a principal purpose of this study is to determine the extent and types of education and training being offered for the correctional system, by whom, at what expense, and for what purposes. Based on these findings, the study addresses recommendations related to curricula offered by each department, funding, staffing, needs assessments, resources, and training for corrections officers. The study is limited to instructional services provided for the 26 major correctional institutions (See Appendix H) but includes some of the miscellaneous activities included at road prisons and community facilities.

Informational and data collection efforts of the study group were critically dependent upon the extra efforts and full cooperation of the community college presidents and their deans and staff members who work with the instructional services provided to the correctional system, the school superintendents and their adult and vocational education staffs and directors, and the superintendents, education supervisors, and coordinators of the 26 state correctional institutions. The required data to support the findings and recommendations of this study which were not routinely reported through the Management Information System (MIS) had to be secured through special requests for information. With few exceptions the cooperation provided by these individuals, usually with short suspense dates for reply, was strong, professional, and complete. The study group requests that full recognition of these community college, school district, and correctional institution officials be made by the Florida Legislature, the Department of Education, and the Department of Corrections.

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*Government Finances in 1979-80

Findings

1. Description of programs offered within and to the correctional system; enrollments - academic, vocational, adult, and compensatory.

Data reported represents educational activities in Department of Corrections major institutions and community facilities for the period July 1, 1981 through June 30, 1982. Data pertaining to programs provided by Department of Corrections were obtained from Mr. Bob Thomas, and his staff members. Data collected from community colleges and school districts providing services to the state corrections institutions were obtained from local education agency administrative staff, monthly attendance reports, FTE reports, year end summaries, and selected Department of Education staff.

Enrollment data were obtained from community colleges and school districts on the basis of enrollment per class offered. Most public education data is a duplicated count. Department of Corrections data was reported as unduplicated.

Department of Corrections, community colleges, and local school districts all provide educational programs for inmates of Department of Corrections facilities. There is no set pattern of educational programming. Hence, educational programs, classes, and providers of educational services vary in each of the major institutions according to Department of Corrections priorities, services available from local educational agencies, and identified inmate needs.

DEFINITIONS

The following definitions apply to terms used in the narrative and statistical portions of this section.

Adult General Education - A program of courses designed to serve the general academic educational needs of adults. Such programs include adult basic education, adult secondary education and review courses in preparation for the General Educational Development (GED) tests.

Adult Basic Education - Courses in the language arts, including English-as-a-Second-Language; mathematics, natural and social sciences; health and consumer education.

GED Prep (Review) - Courses offered in basic studies in the areas of English, mathematics, science, social studies, spelling, reading and writing in preparation and review for taking the American Council on Education Tests of General Education Development leading to a State of Florida High School Equivalency Diploma.

Elementary Education - Courses offered in basic education for adults who lack the basic skills to function on an eighth grade level. English for speakers of other languages is included as a course offering under this program.

Community Instructional Services (CIS) - A non-credit education activity which is directed toward the resolution of a community problem which relates to health, environment, safety, human relations, government, child rearing, and consumer economics and homemaking.

Associate in Arts (AA Degree) - An award certifying the completion of a two-year lower division undergraduate program of study which is applicable to a bachelor's or advanced degree.

Associate in Science (AS Degree) - An award certifying the completion of a two-year technical program of study. In some cases students completing these programs may transfer to a university to complete a higher level degree in the field.

Technical Certificate (Occupational) - An award certifying the completion of technical programs of study consisting principally of the prescribed specialized courses in the program area. These are programs which usually consist of one academic year of full-time study.

The Department of Corrections uses the same definitions as the Department of Education for occupational programs and Individualized Manpower Training Systems (IMTS) programs. The Department of Corrections offers no courses for credit, hence definitions of academic and enrichment programs follow:

Academic Programs - All Adult Basic Education and GED preparation classes.

Enrichment Programs - A variety of programs designed to help improve the quality of life for participating inmates. Examples are music, art, pre-release and yoga.

ADULT EDUCATION

Adult education in the state correctional system includes adult basic education and preparation for the General Educational Development (GED) tests. Courses are primarily provided during the daytime for inmates by the facility education staff. These classes are often supplemented, day or evening, by the local school district or community college and may include participation by the facility staff.

Adult Basic Education (ABE) - Many inmates in Florida correctional institutions have had little or no formal education. Many others function at very low academic levels although they may have completed high school. Basic education courses have been established to teach basic skills in reading, language arts, and mathematics. Such courses are generally supported by state fundings appropriated to the correctional system, supplemented for inmates age twenty-one and younger by federal funds provided under Chapter 1 of the Educational Consolidation and Improvement Act (ECIA), formerly Title I of the Elementary and Secondary Act (ESEA). ABE programs are being conducted at all of the 26 correctional facilities operated by the Department of Corrections. The 1981-82 ESEA Title I Educational Needs Assessment, published by Department of Corrections, refers to (Title 1) educational programs at Apalachee, Brevard, DeSoto, Florida, Hillsborough, Lancaster and Sumter Correctional Institutions.

GED Preparation - Many inmates who have basic academic skills at or above eighth grade level have not earned a high school diploma. All twenty-six correctional facilities provide a means for inmates to prepare for and take the GED tests. Those who achieve the standards established in State Board of Education Rule 6A-6.21 are awarded a State of Florida High School Diploma.

Adult Education Programs in Road Prisons - All GED preparation programs provided to road prisons are outreach operations of local adult education programs. Inmates at all levels are taught in a common setting using individualized, self-paced programs. The teacher is a resource to evaluate the inmate's need, prescribe an appropriate educational program, and facilitate the inmate's progress through the program to achieve the skills and knowledge needed to pass the GED tests.

Funding - Education programs provided by employees of the Department of Corrections (DOC) are funded by appropriations to that department. DOC funds are allocated blocked with other operational funds to each facility in the system. These funds are subject to adjustment by the facility administrator and may be increased or decreased on the basis of total funds available to the facility, other priorities, and the overall cost of operations. Education programs provided by the local school districts and community colleges as outreach from their adult education programs are funded by the Florida Education Finance Program (FEFP) or the Community College Program Fund (CCPF). These funds are appropriated to the Department of Education and are not subject to adjustment by the facility administrator, although the request for service is subject to a local administrator's decision. Providing adult education programs for prisoners is typically a local decision. Full-time equivalent (FTE) students in these programs are counted in the school district and community college membership on the same basis as other students in their adult education programs. The districts and community colleges are also allocated supplemental federal funds under the Adult Education Act which may be used to support programs at correctional facilities.

Enrollments - The most extensive inmate enrollments in educational programs in Department of Corrections facilities are in ABE/GED classes. Total enrollment in these classes for the period examined was 30,356. Enrollments by provider are: Department of Corrections - 11,526; Community Colleges - 2,748; Public School Districts - 16,082.

COMPENSATORY EDUCATION

Part 203 of Chapter 1 of the Educational Consolidation and Improvement Act of 1981 (Chapter 1) provides financial assistance to

State agencies for projects designed to meet the special educational needs of neglected or delinquent children in adult correctional institutions. "Adult correctional institution" is defined as a facility in which persons are confined as a result of a conviction of a criminal offense including persons under twenty-one years of age. Chapter 1 replaced Title I of the Elementary Secondary Education Act which previously provided funds for compensatory programs in correctional institutions.

These compensatory programs must be organized programs which supplement instructional programs supported by other than federal funds. "Organized program of instruction" means an educational program (not beyond grade twelve) which consists of classroom instruction in basic school subjects such as reading, language arts, mathematics, and vocationally-oriented subjects, and which is supported by other than federal funds. Neither the manufacture of goods within the institution nor activities related to instructional maintenance are considered classroom instruction.

Grant Awards for Compensatory Education - The Florida Department of Corrections must submit a Chapter 1 project application to the Bureau of Compensatory Education, Florida Department of Education to obtain funds for the operation of a compensatory program in the seven correctional institutions housing youthful offenders. The amount of the annual allocation is based on the average daily attendance of inmates twenty-one years of age or under in the organized program of instruction during the most recently completed school year. For the 1981-82 years the grant totalled $679,635 and for the preceding year the amount was $620,389.

Selection Criteria for Compensatory Education - The selection criteria for the 1981-82 program appeared on district page 8 of the project application as follows:

> A student may be referred to the Compensatory program if he/she is under twenty-one years of age, enrolled in the regular academic/vocational school program, and has scored below the 9.0 grade level in the basic skills areas of language arts, mathematics and/or reading on the Test of Adult Basic Education (TABE). Due to limited space available at some institutions, placement in the program is on a priority basis for those students most in need of remediation. Testing is done on a quarterly basis to insure that students are screened on a timely basis. For those low educational level students administered the TABE, Level E, another approved test will be used to measure achievement in language arts and to base referrals from the general revenue program to be Title I (now Chapter 1) language arts lab. A student may be referred to Title I from a vocationally oriented subject if that general revenue teacher identifies a basic skills deficiency that is essential to the trade and provides assistance to the students in his/her area(s) of deficiency.

The grant award for 1981-82 was approved to serve 1,612 students in seven institutions. The enrollment and staff by institutions are shown on Table 1-1.

Table 1-1

1981-82 Compensatory Education Activities

Institution	Students	Teachers	Aides	Chapter 1, ECIA Counselors
Apalachee	475	6	3	1
Brevard	242	2	1	1
DeSoto	218	3	3	1
Florida	65	1	0	0
Hillsborough	192	2	1	1
Lancaster	180	2	1	1
Sumter	240	3	3	1
TOTALS	1,612	19	12	6

The project also provided a program coordinator and a secretary who were assigned to the Bureau of Educational Services. Students received an average of 433 instructional hours annually. The estimated per student expenditure was $392. The Test of Adult Basic Education was administered to all participating students as a pre- and post-test to measure student progress. The expected gain was one month's gain for each month (20 hours) of instruction in the program.

ACADEMIC PROGRAMS

Academic and Adult: Academic courses are defined by the Department of Corrections as all adult basic education and GED preparatory classes. However, college level classes which are usually referred to as "academic" by other sectors were also provided to inmates. In addition, enrichment courses, Community Instructional Services Offerings, and IMTS labs were available. Enrollments were reported as follows: adult basic/GED preparatory, 30,356; AA/AS Degree courses, 8,333; enrichment classes, 2,503; IMTS, 263; and Community Instructional Classes, 1,976.

Postsecondary academic credit in both A.A. and A.S. courses can be earned by inmates who choose to participate in community college academic programs. Several colleges reported the possibility of expanding academic services in response to Department of Corrections requests.

Academic credit courses ranged from language arts and social sciences to mathematics and basic sciences. Several colleges appear to offer complete academic programs that have resulted in the awarding of A.A. and A.S. degrees to a modest number of inmates. A small number of inmates use correspondence course options with the State University System.

VOCATIONAL EDUCATION

Vocational courses are offered by the Department of Corrections, community colleges, and local school districts. In some instances both the Department of Corrections and a local education agency have an instructor in the same facility, allowing increased numbers of inmates to participate in educational programs. During the period examined, 13,098 inmates participated in vocational programs.

Most vocational program teaching guides used by the Department of Corrections were developed and approved eight to ten years ago, but as new Department of Education approved curriculum supplements are generated, they are made available to Department of Corrections education staff. Community colleges and school districts use state vocational education program standards to guide course content. All programs are evaluated by the Program Implementation Section, Bureau of Vocational Program and Staff Development, Division of Vocational Education, Department of Education, on a five-year cycle as part of the Vocational Program Review process.

Table 1-2 shows the 1981-82 class enrollments by program title and offering agency - Department of Corrections, School Districts, and Community Colleges. The specific courses and programs offered by each correctional institution, each school district, and each community college, by class enrollments may be seen at Appendix I.

Table 1-2

1981-82 Class Enrollments by Program Title and Offering Agency

Program Title	Corrections Department Enrollments	School District Enrollments	Community College Enrollments
Enrichment	2,503	-	-
AA/AS Degree	-	-	8,333
GED/ABE	11,526	16,082	2,748
IMTS		250	13
CIS		-	1,976
Air Conditioning	845	19	18
Auto Body	210	-	18
Auto Mechanic	846	-	75
Building Contruction		-	31
Carpentry	256	65	199
Commercial Foods	288	64	92
Cosmetology	45	-	36
Drafting	403	-	182
Gasoline Engines	810	232	21
Graphic Arts	421	-	113
Homemaking		-	204
Horticulture	641	157	128
Masonry	1,111	-	89
Paint and Decorate	36	-	55
Plumbing	285	-	56
Radio and TV	166	-	79
Sheet Metal	84	-	73
Upholstery	69	-	95
Work Evaluation		-	99
Tailoring	36	30	-
Cabinet Making	665	17	-
Appliance Repair	198	-	-
Building Maintenance	118	-	-
Electric Motors	33	-	-
Electric Wiring	892	-	-
Electronics	550	-	-
Heavy Equipment Operator	37	-	-
Human Services Aide	30	-	-
Keypunch	50	-	-
Machinist	290	-	-
Marine Engines	50	-	-
Nurse Assistant	52	-	-
Office Occupations	458	-	-
Optics	53	-	-
Sewage Plant	53	-	-
Shoe Repair	32	-	-
Solar Heat and Cool	40	-	-
Truck Driving	24	-	-
Welding	553	-	-
	24,759	16,916	14,733

2. **Numbers of career service and other staff employed by the Education and Corrections Departments to administer programs offered.**

The programs offered to inmates in the correctional system from community colleges, public school districts, and the Department of Corrections are identified in this Section, and personnel have been identified who are assigned the responsibility for correctional education by these delivery systems. The data gathered from community colleges, public school districts, and the Department of Corrections included full- and part-time personnel responsible for instruction and services offered to the 26 state correctional institutions: administrators, instructors, counselors, librarians, aides, clerks, volunteers, and para-professionals. The data presented are for the 1981-82 academic year. The data are displayed on tables at Appendix J. for community colleges, on the Series 1 tables, and public school districts on the Series 3 tables: (A) personnel who were full-time employees with the colleges and districts and taught full-time in a particular correctional institution; (B) persons employed full-time with the colleges and districts and taught part-time in a particular correctional institution; (C) persons employed part-time with the colleges and districts, but taught all of their courses inside a particular correctional institution; and (D) persons employed part-time with the colleges and districts and taught part-time in a particular correctional institution. Salary data on these persons are displayed in the identical manner on the Series 5 tables for community colleges and on the Series 7 tables for school districts, all found at Appendix J.

Persons employed by the Department of Corrections were full-time, shown on Table 2 at Appendix J. There were, however, several Chapter 1 (Federal Grant) employees of the Department of Corrections, and these are shown on Table 2-B, Appendix J. In addition, salary data on these personnel are displayed on Tables 6-A and 6-B respectively, also at Appendix J.

DEFINITIONS

The following definitions apply to terms used in the narrative and statistical portions of this section.

Administrator - A full-time/part-time person administering or supervising instruction and support activities.

Instructor - A full-time/part-time person teaching any credit or noncredit course.

Counselor - A person responsible for guidance, counseling and/or assessment functions.

Librarian - A professionally trained person responsible for library functions.

Aide - A person responsible for assisting in the instructional or instructional support functions.

Secretary - A person responsible for clerical functions which relate directly to correctional education.

Clerk - A person responsible for routine clerical duties different from the duties of a secretary.

Clerk Typist - A person responsible for non-technical clerical duties.

Volunteer - A person responsible for teaching academic or non-academic courses and is not paid for his or her services.

Para-Professional - A support staff with helping responsibilities other than those described as aide.

Educational Supervisor - An employee of a correctional institution who is responsible for the coordination and administration of instructional programs offered to the inmates.

Full-time employee - A person whose duties of employment cover full salary or hourly pay for at least 40 hours per week of work.

Part-time employee - A person whose responsibilities are less than full-time as determined by the employing agency.

Certified employee - A full- or part-time employee who is instructing inmates or providing support services and is certified by the Department of Education, a local board of trustees, a college, or a university.

Noncertified employee - A full- or part-time employee who is instructing inmates or providing support services and is not certified by the Department of Education, a local board of trustees, a college, or a university.

Other titles used in this section are not defined as they are generally understood: teacher, tutor, classroom teacher, educational specialist, evaluator, vocational instructor, vocational training coordinator.

Community Colleges - The data in Tables IA-ID identify the types of professional and support persons employed in support of correctional education by 14 community colleges. Three hundred ninety-two persons were employed in 1981-82 by those colleges. Eleven of these colleges provided 57 administrative positions, three colleges did not provide an administrator, while another college, Lake City, serving six correctional institutions, provided 15 administrators, all part-time. Ten counselors, one full-time from Brevard and the others part-time were provided.

Of the 392 persons employed by community colleges, 319 or 81% were instructors. Eight of those 319 instructors were paid hourly.

According to the information available, there was one volunteer participating in inmate education in 1981-82. In the clerical area, only four (1%) of the community college persons employed held clerical positions, providing services to four or 15% of the 26 correctional institutions.

Department of Corrections - The data in Tables 2A and 2B identify the types of positions and the number of persons employed in each position by the Department of Corrections. All 403 persons employed in the 26 major correctional institutions were full-time. However, 33 or 8% of the persons were Federal Chapter 1 employees. These employees are grant positions secured through the Department of Education. The correctional institutions employed 260 non-Chapter 1 teachers in academic year 1981-82 and 17 Chapter 1 teachers. One hundred thirty-five or 52% of the 260 teachers were vocational teachers. The remaining 123 teachers were classroom teachers. The 17 Chapter 1 teachers were classroom teachers, who taught such programs as basic education and GED preparation.

One of the major support areas in correctional education was counseling. The institutions employed 27 counselors last year, of which four were Chapter 1 counselors. Ten correctional institutions either did not receive counseling services or the services were provided through some other personnel source. One correctional institution employed a psychologist, a position similar to the counselor. Five correctional institutions provided teacher aides, all employed through Chapter 1. In these five institutions, twelve aides were employed. Also, 22 librarians were employed in 1981-82 by correctional institutions.

The data indicated that only 20 clerks were employed, one each for 20 of the 26 correctional institutions. Normally, other support personnel such as aides would perform such functions. Correctional institutions which did not employ a clerk did not employ an aide, hence, clerical services were performed by inmate aides at six of the 26 institutions.

The administrative functions of inmate education in the correctional institutions seemed to have been shared between the educational supervisors and the vocational training coordinators. Although 25 educational supervisors were employed, two institutions were without a person in this position. The institutions which did not employ an educational supervisor did employ a vocational training coordinator. Hence, each correctional institution had some type of educational administrative service.

Public Schools - The public school districts data as expressed in Tables 3A-3D were similar to those of the community colleges. This is true not in terms of number of employees, but in terms of the employment categories. Eleven public school districts employed 115 persons to provide inmate education.

Ten of the above mentioned 115 persons were administrators. Ninety-two of the 115 persons were teachers. Similar to the correctional institutions and the community colleges, there was a noticeable absence of clerical services offered by the public schools. Only three clerks were employed by the districts.

One counselor and one educational evaluator were provided by the school districts, and they were employed by the same school district, which could have limited such services to the correctional institutions. One other school district did employ an educational specialist, leaving a total of counseling services provided by public schools limited to two correctional institutions.

All Employees Involved - To summarize Tables 4A-4D, 429 persons were employed full-time with the three delivery systems and worked full-time in inmate education during the academic year 1981-82. This does not include the 33 Chapter 1 employees who were also employed full-time. The majority were teachers - 313 or 73%. Seventeen or 52% of the Chapter 1 full-time personnel were also teachers. Combining the support areas of psychologist, counselor, evaluator, and librarian, there were 48 professional support persons or 11% of the full-time employees. The remaining support areas, clerk and aide, totalled 21 persons or 5% of the full-time employees. Twenty-eight or 7% of the full-time employees were administrators.

The community colleges and school districts employed all of the part-time employees who participated in inmate education in 1981-82. Administrators made up the major portion of persons employed full-time with the delivery systems and part-time in correctional education: 46 of the 120 in this category or 38% were administrators. However, two community colleges and one school district employed 20 persons with the position title of administrative staff, and presuming that these persons had administrative responsibilities, the total number of administrators could well be 66, or 55% of the persons employed full-time but worked part-time in inmate education. This includes three educational supervisors employed in one of the counties. There were 39 teachers in this group, four of whom were paid hourly. The other 35 teachers had to have additional contracts or their regular contracts were expanded to include the portion of time that they worked in inmate education. The support areas totalled 15 people and made up the remaining number of persons employed full-time with the college or county and part-time in correctional education.

The next category is that in which persons were employed by the colleges and districts part-time, all of which was spent as workers in inmate education. Teachers made up almost the entire category, in which 290 of the 293 persons were teachers. Of these 290 teachers, two worked on an hourly basis.

The final category of employment by the colleges and districts was part-time employees with the colleges or districts and part-time in inmate education. There were 35 such positions, 29 of whom were teachers.

Summary - To summarize all the personnel data, community colleges, correctional institutions, and public school districts employed 910 people. Five hundred forty-nine or 60% had full-time status with either a college, a correctional institution or a county. Teachers were the largest group of employees, totalling 352. These 352 teachers were supervised by 113 administrators. The support staff (excluding clerks and aides) totalled 60 persons. The other two support areas totalled 24 persons. Hence, the total support staff which included counselors, aides, librarians, a psychologist, an evaluator, an educational specialist, a para-professional, and clerks was 84 persons.

Of the 910 people employed, 328 were part-time. All of these people were employed by community colleges or public school districts. Three hundred nineteen of the 910 people were teachers. Four of the 319 teachers worked by the hour, and three administrators were part-time employees. Two were employed by community colleges and the other was employed by a school district. The colleges and districts employed four clerks, one counselor and one para-professional. Part-time employees certainly played an important part in the instructional services provided to the 26 correctional institutions.

Salaries - Tables 5A-5D identify the salaries that are related to each position shown in the tables Series 1 through 4, according to the amount of time contributed to inmate education in the 14 community colleges, 26 correctional institutions and 11 public school districts associated with this process. For the 393 people employed by community colleges, the amount spent for their salaries was $1,332,727. The specifics, with respect to individual community college and position title may be seen in the Series 5 tables, which may also be related back to the Series 1 tables, which show numbers of employees by position title and employment category.

Tables 6A-6B include salary data for positions in the 26 major correctional institutions. The correctional institutions employed 403 persons in nine different positions. They spent $6,132,166 for salaries for non-Chapter 1 persons involved in inmate education, and $448,682 for Chapter 1 employees. The total amount spent for salaries by correctional institutions was $6,580,848. The cells in Tables 6A-6B coincide with the number of persons identified in the cells in Tables 2A-2B.

The data in Tables 7A-7D indicate the salaries for persons employed by the 11 public school districts, which employed 115 persons. They spent a total of $919,751 on salaries for inmate education. The specific cells in the 7-Series tables include the total amount of money spent for all persons identified in similar cells in Tables 3A-3D.

The data in Tables 8A-8D identify, by positions, the amount of money spent by all of the three delivery systems for inmate education. The data coincide with the positions identified in Tables 4A-4D which summarize the number of people, by position and by institution, which were involved in inmate education during the 1981-82 academic year. For the 910 positions identified in Tables 4A-4D, the 14 community colleges, the 26 correctional institutions, and the 11 public school districts spent $8,384,644 for salaries for inmate education from state sources. An additional $448,682 in Federal Chapter 1 money was spent to bring the total to $8,833,326. This amount was spent for 17 categories of professional and support personnel.

It is significant to note that all of the persons employed by the correctional institutions were full-time, reflected on the fact that community colleges and public school districts involved in inmate education, together only spent 25% of the total salary money for this service, and comprised 49% of the agencies involved, while employing 56% of the personnel.

3. **Fiscal analysis of costs to both Departments to provide programs - include source of funding.**

This section of the Findings chapter consists mainly of data presentations in the form of tables for each of the three delivery systems: Public Schools, Department of Corrections, and Community Colleges. Costs accruing to each system herein are for inmate education, by source and purpose of funding. Correctional officer training cost analyses are presented in section 9 which reviews instructional programs and fee policies for correctional officers.

Each of the following tables is preceded by a brief explanatory narrative describing the respective system's fiscal process for the conduct of inmate education, and significant observations taken from the data presentations.

A. **Public Schools**

The information contained in Table 3-1 represents public school costs for programs provided to inmates in Florida's Department of Corrections facilities. Costs were calculated using per FTE cost by program by school using the 9/9/82 final unweighted FTE count and the final total program costs reported through the program cost accounting system.

Two cost calculations have been made. The first cost column under each program shows only general revenue cost. The second column includes general revenue plus special revenue (largely Federal funds).

Eighteen school districts provided service to 27 facilities, including 12 major institutions and 13 other facilities, either road prisons or community correctional facilities.

Adult General Education Programs - Unweighted FTE for adult basic and high school programs totalled 844.2801 at a general revenue cost of $1,167,270 or a general revenue plus special revenue cost of $1,295,882.

Adult Vocational Job Preparatory Programs - Unweighted FTE for adult vocational programs totalled 250.03 at a general revenue cost of $434,860 or a general revenue plus special revenue cost of $489,149.

Total Adult General and Vocational Programs - The total unweighted FTE for both programs is 1094.3101 at a general revenue cost of $1,602,130 or a general revenue plus special revenue cost of $1,785,031.

Table 3-1

PUBLIC SCHOOL COSTS

		ADULT BASIC & HIGH SCHOOL			ADULT VOCATIONAL			TOTAL COSTS	
			PROGRAM COSTS			PROGRAM COSTS			
SCHOOL DISTRICT	DOC FACILITY	UNWTD. FTE	GEN. REV.	GEN. & SPEC. REV.	UNWTD. FTE	GEN. REV.	GEN. & SPEC.	GEN. REV.	GEN. & SPEC. REV.
BAKER COUNTY	BAKER CORRECTIONAL INSTITUTE	2.47	3,628	5,921	-	-	-	3,628	5,921
BROWARD COUNTY	BROWARD CORRECTIONAL INSTITUTE	25.84	35,781	38,576	Ag. 34.51 Bus. 8.09 Hlth. 2.66 Home. Ec. 51.21 Ind. 12.17 (Above Inc. IMTS)	59,328 10,131 1,307 103,088 25,578	64,358 12,887 4,894 119,796 34,512	235,213	275,023
COLLIER COUNTY	COPELAND ROAD PRISON	7.98	12,760	12,862	-	-	-	12,760	12,862
DADE COUNTY	DADE CORRECTIONAL INSTITUTE	137.95	210,631	215,594	Ag. 23.87 Ind. 44.76	24,380 69,250	24,905 70,319	304,261	310,818
DESOTO COUNTY	DESOTO CORRECTIONAL INSTITUTE	39.16	45,106	53,890	Ag. 5.4 Ind. 16.35	15,663 23,581	15,685 23,613	84,350	93,188
	ARCADIA ROAD PRISON	2.5	2,880	3,440	-	-	-	2,880	3,440
DIXIE COUNTY	CROSS CITY CORRECTIONAL INST.	2.28	2,375	4,836	-	-	-	2,375	4,836
HERNANDO COUNTY	BROOKSVILLE ROAD PRISON	1.35	3,567	3,812	-	-	-	3,567	3,812
HILLSBOROUGH COUNTY	HILLSBOROUGH CORRECTIONAL INSTITUTE	75.5622	112,018	143,902	Ind. 43.65	85,034	96,669	197,052	240,571
	TAMPA RESTITUTION CENTER	16.8333	24,955	32,057	-	-	-	24,955	32,057
	TAMPA COMMONWEALTH CENTER	7.79	11,548	14,835	-	-	-	11,548	14,835
JACKSON COUNTY	APALACHEE CORR. INST. (EAST)	27.45	37,420	40,814	-	-	-	37,420	40,814
	APALACHEE CORR. INST. (WEST)	10.17	13,864	15,121	-	-	-	13,864	15,121
	JACKSON VOCATIONAL CENTER	10.35	14,109	15,389	-	-	-	14,109	15,389
LEON COUNTY	TALLAHASSEE ROAD PRISON	14.41	18,863	20,036	-	-	-	18,863	20,036
MONROE COUNTY	BIG PINE KEY ROAD PRISON	6.3	13,638	15,122	-	-	-	13,638	15,122
OKALOOSA COUNTY	NICEVILLE ROAD PRISON	26.1	35,621	35,958	-	-	-	35,621	35,958
PALM BEACH CO.	GLADES CORRECTIONAL INSTITUTE	40.8019	58,015	68,860	-	-	-	58,015	68,860
	LANTANA CORRECTIONAL INSTITUTE	67.4838	95,954	113,890	-	-	-	95,954	113,890
	LOXAHATCHEE ROAD PRISON	..3817	543	644	-	-	-	543	644
	LANTANA COMMUNITY CORR. CENTER	.3772	536	637	-	-	-	536	637
PASCO COUNTY	ZEPHYRHILLS CORR. INSTITUTION	150.57	100,602	103,937	-	-	-	100,602	103,937
POLK COUNTY	POLK CORRECTIONAL INSTITUTION	112.77	200,477	212,303	Ind. 7.36	17,510	21,511	217,987	233,814
	LAKELAND PROBATION AND RESTITUTION CENTER	7.93	14,098	14,929	-	-	-	14,098	14,929
PUTNAM COUNTY	EAST PALATKA ROAD PRISON	6.04	12,002	14,999	-	-	-	12,002	14,999
SANTA ROSA CO.	BERRYDALE FORESTRY CAMP	12.21	39,501	40,881	-	-	-	39,501	40,881
UNION COUNTY	RECEPTION AND MEDICAL CENTER	31.22	46,778	52,637	-	-	-	46,778	52,637
	TOTALS	844.2801	1,167,270	1,295,882	250.03	434,860	489,149	1,602,130	1,785,031

B. Department of Corrections

The tables contained in this section outline expenditures for inmate education as reported by the Department of Corrections.

Table 3-2 shows grants and donations expenditures, primarily from ESEA Title I and Federal vocational educational grants - approximately 98% from these two sources.

Table 3-2

Grants and Donations Expenditures

	Admin. Support	Academic	Vocational	Total
Salaries & Benefits	$144,602	$561,285	-	$ 705,887
Expense	7,819	20,669	159,999	188,487
OCO	7,350	22,831	396,673	426,854
Total	$159,771	$604,785	$556,672	$1,321,228

Table 3-3 shows general revenue expenditures.

Table 3-3

General Revenue Expenditures

	Admin. Support	Inmate Instruction	Total
Salaries & Benefits	$58,440	$6,322,864	$6,381,304
Expense	19,932	710,995	727,927
OCO	-	53,557	53,557
Total	$78,372	$7,087,416	$7,162,728

Table 3-4 is a summary showing combined general revenue and grants and donations expenditures.

Table 3-4

Summary of Expenditures

	Admin. Support	Inmate Education	Total
Salaries & Benefits	$203,042	$6,884,149	$7,087,191
Expenses	27,751	888,663	916,414
OCO	7,350	473,061	480,411
Total	$238,143	$8,245,873	$8,484,016

The grand total for expenditures reported to this committee by DOC for Salaries & Benefits, Expenses, and OCO is $8,484,016. This figure does not include costs for the central office dealing with inmate education located in Tallahassee.

C. Community Colleges

The information contained in the computer printout of the Community College Costs Summary (Table 3-5) represents the 14 community colleges reporting educational offerings at Department of Corrections facilities to inmates. Each community college was asked to report student semester hours or equivalent by discipline for inmates. Instructional and support costs were calculated using per FTE cost by college by discipline for instructional and support costs reported in the 1981-82 community college cost analysis. Uncollected fees are listed as they were reported to this committee.

Appendix T contains 14 computer printouts of each community college, showing claimed instructional costs for each college for each program taught, FTE for each program, uncollected or waived fees, at which correctional institutions each program was offered, the support areas identified for each college, and itemized claimed support costs for each support area.

The reported extent of community college programs for inmates for 1981-82 amounted to a total of 1,425 FTE, the largest participation coming from Lake City Community College with 681, Lake-Sumter Community College with 216, and Pasco-Hernando Community College with 155. Claimed instructional costs reported amounted to $1,369,401, support costs amounted to $1,409,880 and uncollected or waived fees amounted to $690,650. Mr. Lew Wagar, subcommittee chairman, has available additional detail in support of the data presented in Table 3-5 and in the 14 tables at Appendix T.

Table 3-5

SUMMARY

COMMUNITY COLLEGE COSTS
1981-82

COLLEGE	CLAIMED F.T.E.	CLAIMED INSTRUCTIONAL COSTS	UNCOLLECTED FEES	CLAIMED SUPPORT COSTS
BROWARD	34.5	42,537	18.203	40.245
CENTRAL FLORIDA	89.2	105.834	173,086	83.374
CHIPOLA	35.3	41.050	-0-	48.488
DAYTONA BEACH	14.3	13,727	1.248	14.602
LAKE CITY	680.6	640,074	224.397	615.569
LAKE-SUMTER	216.4	200.561	102.491	250.097
MANATEE	19.6	11.888	9.408	18.610
MIAMI-DADE	29.5	31,481	12.408	37.338
PALM BEACH	50.4	41.750	24.252	53.988
PASCO-HERNANDO	155.1	151.121	78.558	108.408
POLK	22.1	20.099	-0-	21.148
SANTA FE	35.0	36.532	16.800	39.334
SOUTH FLORIDA	44.5	32.747	29.799	38.679
TALLAHASSEE	.1	-0-	-0-	-0-
TOTAL	1426.6	$1,369,401	$ 690.650	$1.[illegible].880

4. A description and evaluation of the adequacy of facilities within the correctional setting used for educational programs.

The work and efforts associated with this section of the study were extensive, and particular recognition is due to the subcommittee chairman Mr. Iven Lamb, the Department of Correction's Chief of Education Services Mr. Bob Thomas, Mr. Thomas' staff, and the education supervisors assigned to the state's correctional institutions. Forms for completion were developed, distributed, and completed, which encompassed three facility arrangements in each of the correctional settings:

(a) Academic and Library Facilities

(b) Vocational Facilities

(c) Community College Programs and Correctional Officer Training Program Facilities.

Facility arrangements for academics were recorded by number, dimensions, square footage, meeting of standards, and comments related to:

(a) Classrooms

(b) Offices

(c) Reading laboratory

(d) Teacher's work and conference area

(e) Audio/Visual room

(f) Storage

(g) Arts/Crafts.

Facility arrangements for libraries were recorded in the same manner for:

(a) General area

(b) Audio/Visual Storage

(c) Work/Supply room

(d) Storage.

Facility arrangements for vocational courses were recorded to show the dimensions, total square footage, office space square footage, storage square footage, classroom space available, meets department standards, and comments related to each vocational course offered at the institution.

The surveys for community college and corrections officer programs were more general, in which each education supervisor reported a description of the facilities used, his opinion regarding adequacy, and recommendations. The completed survey forms are cumbersome as a package, but are available for inspection at any time in the offices of either the Study Group Chairman, the Principal Assistant, or the Chief of Education Services. The descriptions and evaluations, when summarized, provide the significant findings at each correctional institution and are shown below. (Evaluators used the document "Florida Department of Corrections, Correctional Institution Space Standards for Academic and Vocational Education Component"):

Apalachee East - Adequate academic facilities; meets Departmental standards. Vocational shops do not meet Departmental standards. Except for storage the library appears adequate.

Apalachee West - No education facilities, but space is currently being made through renovation which should meet educational program needs.

Avon Park - The new academic and vocational buildings at this institution are smaller than standards call for but the shops appear to be meeting program needs in most instances.

Baker - There is a new academic building but it is cramped due to increased population and recent designation as youthful offender facility. Vocational classes held in academic building or maintenance shed. The library was adequate for 600 inmates, but smaller than desired for current level of 1,000 youthful offenders. Badly in need of separate vocational education building. Future plans call for this.

Brevard - Facilities were originally designed for 300 inmates; current population of 884 causes very cramped space accommodations.

Broward - Academic area cramped because of vocational programs also housed there. Most vocational shops meet standards but more are needed. The library is an excellent facility.

Cross City - This old converted radar base housed 196 inmates in 1974. The population is now over 1,000. Program space has increased slightly, but facility is badly in need of added space.

Dade - Academic facilities meet Departmental standards but crowded. Half of the vocational shops meet standards and others nearly meet standards. More shops needed. Library is adequate.

DeSoto - Academic program is in a poorly renovated space. All vocational shops meet standards except the IMTS lab. The library is adequate except for audio/visual storage. Academic area renovation is scheduled for this year.

Florida C.I. - Academic facilities mostly meet standards. Vocational shops do not fully meet all space standards, but most operate adequately. The library meets standards except for audio/visual storage.

Florida State Prison - Academic area is in a basement - not the best environment but space requirements are met. Vocational shops meet space requirements. The library meets space standards but it is a 10-year old mobile unit which has become dilapidated due to lack of preventive maintenance.

Glades - The academic facility is inadequate and cramped. The library is a trailer which is large enough but needs to be replaced. Except for carpentry, the vocational facilities are not up to standard.

Hendry - This institution has no education facilities, but a limited program is held in the dining area. The library is an office area in the multi-purpose building. Academic and vocational building(s) are badly needed.

Hillsborough - Classrooms meet space requirements, but there are not enough for academic programs as the prison population has doubled. Vocational shops meet specifications but now additional spaces are needed due to increase in inmates needing the opportunity for vocational training. Library is adequate but cramped because of youthful offender increase. An additional building for education is badly needed.

Indian River - Academic facilities are adequate. The library is also adequate, housed in a double wide mobil unit. The vocational facilities are reasonably adequate, but more training space is needed.

Lake - Space for academic and vocational programs is barely adequate but is being renovated which will make it more usable. The library is adequate.

Lancaster - Currently meets academic program needs, but an added classroom need is projected if population increase is reached. Vocational shops do not meet standards and additional shops are needed. The library is a good facility. Greatest need is expansion of vocational building.

Lantana - All education programs operate out of an old renovated tuberculosis hospital. Space is adequate but layout and support space are not considered satisfactory. An education building is needed.

Lawtey - Academic space is adequate - facility is a former elementary school. Vocational program operates in classrooms which do not meet size requirements. Library space is slightly below standard, but is attractive and very usable.

Marion - Academic arrangements are excellent, but due to population increases two more classrooms are needed. Vocational facility is recently constructed mostly up to standards. There is a fine library, but becoming overcrowded due to population increase.

Polk - The eight academic classrooms and associated space are fully up to standards for a 600 inmate facility, but there are 1,000 inmates. The library is fully adequate except for need for added storage space. The classroom space for vocational programs meet department standards for 600 inmates for 5 main programs, but wastewater program is conducted at institution's treatment plan.

Reception and Medical Center - Program needs are minimal here as inmates do not remain. No vocational programs offered. There is a small library in an office at the law library annex. The facility does have an employee training complex with firing range and classroom to accommodate 60-70 students.

River Junction - This is an excellent facility for academic programs, with an education building, five classrooms and support rooms all up to standards. The library meets standards in all evaluated areas. Vocational education facilities all meet standards for five main programs. There are two large rooms used for corrections officer in-service training.

Sumter - Most rooms and facilities for academic instruction are adequate, but more storage space is needed. The extensive number of shops originally met specifications, but have been partitioned to gain added programs, thus, many lack needed space. Library is adequate but becoming crowded and short on books due to increased population. Overall, storage space is greatest need.

Tomoka - The academic and vocational programs operate out of three mobile units from Daytona Beach Community College. A donated greenhouse is used for horticulture. Permanent education buildings needed to accommodate rapid growth in population over the past six months. The library does not meet standards - it is a dilapidated trailer recently moved on to compound.

Union - Although five of the 11 classrooms are small, academic needs are being met at this time. Two of 13 vocational programs meet space standards; staff resourcefulness is credited for good program quality. Library is large enough, but storage and work areas are lacking. A new library construction plan is underway for next year.

Zephyrhills - Most academic classrooms are very small and inadequate. There is one suitable classroom used for academics and graphic arts, and no others for vocational programs. Library is limited to a small room 12 feet by 21 feet. There is a great need here for an education facility due to lack of current space and an increasing population.

The subcommittee also decided to perform an evaluation of the Caryville, Jackson, and Quincy Vocational Centers. A summary of their findings follows:

Caryville - There is only one small area available for academic classroom work, which also is used for staff training, drug meetings, alcoholics anonymous meetings, and other activities. In one shop 565 square feet is available for vocational training. There is no library. More classroom and tool storage space are needed.

Jackson - Academic facilities are in adequate education building and classes also are held in the dining room. Vocational facilities for welding and auto mechanics are adequate. There is a small book check-out area, no librarian position.

Quincy - There is no academic program. As a vocational center, the philosophy is to teach a marketable skill, which is cooking and baking and the facilities for this are adequate. There is no library but there is a small book check-out position. No expansion space in this converted jail.

Mr. Lamb, subcommittee chairman for this section, feels confident from the visits that he has made - and continuos to make to correctional facilities - that the information contained in the surveys reported is accurate. There were several generalized findings significant to this study resulting from these visits:

1. Additional facilities are not keeping pace with the increase in inmate population.

2. There is little or no modification to existing facilities to meet the needs of inmates, often resulting in placing inmates into existing education programs which are not suitable to those inmates.

3. Staff levels for education programs appear to remain static or decrease at correctional institutions.

4. Conferences with educational supervisors indicate that often times "excess" inmates are placed in an unsuitable program to fill a chair or place him/her somewhere.

5. There is an encouraging high degree of cooperation between correctional institution staff and outside public/community education institutions in efforts to bring about instructional programs to meet training and education needs of the inmates; the mutual exchange of services and resources within their existing budgets is the main method used to accomplish this.

5. A Review of Current Qualifications for Education Staff

Introduction - The responsibility for the coordination of education programs within the Department of Corrections is assigned to the Department's Bureau of Education Services. In addition to the Bureau Chief, there are five professional and two support positions allotted to this unit. These positions include a vocational administrator, an academic administrator, a teacher education administrator, an ECIA Chapter 1 coordinator, a coordinator of law libraries, and two secretaries.

The Department of Administration establishes the qualifications for all positions, certificated and non-certificated, assigned to the respective educational programs in the 26 different institutions. Certificates are based on the training and experience requirements specified for particular positions and disciplines in State Board of Education Rules. Applications for certificates are processed and issued as appropriate by the Teacher Certification Section, Florida Department of Education.

District school boards that offer courses to inmates in institutions require teachers to meet the appropriate certification as described in State Board of Education Rules.

Also offering courses in correctional institutions are the community colleges. Each community college is authorized by Section 240.319(3)(n), F.S., to establish certification requirements for its staff. Educational personnel employed by a community college to teach or provide a service must meet the particular college's requirements.

Certificated Positions - As of June 30, 1982, the Department of Correction's records revealed that 193 of the 224 positions for which a teaching certificate is presently required are: Educational Supervisor I and II; Academic Consultant; Classroom Teacher I and II; Educational Counselor; and Vocational Agriculture Instructor. On July 1, 1982, 157 positions were filled by persons holding a standard certificate or higher while 15 had a temporary certificate, the status of 20 positions was not indicated, and one (1) person held a substitute teaching certificate. Sources in the Bureau of Education Services explained that the "not indicated" category includes both those individuals who have no certificate as well as those who have qualified and are awaiting issuance of a certificate. Table 5-1 displays the certification status of personnel in each institution. Table 5-2 shows the position titles, the number filled, and the number vacant in each institution as of June 30, 1982. It is significant to the recommendations of this study to note that eight certificated counselor positions and 24 certificated classroom teacher positions were vacant throughout the correctional institutions of Florida at the onset of the current fiscal year.

Non-Certificated Positions - Currently there are 232 positions, not requiring a teaching certificate but which are directly related to the instructional process, allocated to the 26 correctional institutions. These positions primarily are in the vocational

Table 5-1

FLORIDA DEPARTMENT OF CORRECTIONS
Education Personnel - Certification Status as of June 30, 1982

Institutions	A	P	G	R	S	T	Y	Certificate Type NOT Indicated	Certificate Type Indicated	Total Vacant Positions
Apalachee	1	14	2	4		2			23	2
Avon Park		4	1	4		1		3	10	1
Baker		2	2	1				1	5	
Brevard		5		2			1	3	8	1
Broward		1		3					4	
Cross City		3	1	1				1	5	1
Dade				2		2			4	3
DeSoto		5	2	2				5	9	1
Florida/Lowell		5	4	1				1	10	1
Florida State Prison		3				1			4	3
Glades				4					4	3
Hendry				2					2	
Hillsborough	1	3		3					7	1
Indian River		3	1					1	4	
Lake			1	4		1			6	1
Lancaster		1	2	6				2	9	
Lantana		1	1	1					3	
Lawtey		1	1	3					5	
Marion		2	1			1		1	4	3
Polk				3					3	1
Reception & Medical Center		1						1	1	
River Junction		3	1	1					5	2
Sumter		5	2	10		2			19	4
Tomoka					1				1	
Union		4	3	4		5		1	16	3
Zephyrhills		1		1					2	
TOTAL	2	67	25	62	1	15	1	20	173	31

224 = Total Education Positions
(Chapter 1 Teaching Positions Are Included)

A - Advanced Post Graduate
P - Post Graduate
G - Graduate
R - Regular
S - Standard
T - Temporary
Y - Substitute

Table 5-2

FLORIDA DEPARTMENT OF CORRECTIONS

Education Positions - Status as of June 30, 1982

POSITION CLASSIFICATION	EDUCATIONAL SUPERVISOR I		EDUCATIONAL SUPERVISOR II		EDUCATIONAL COUNSELOR		ACADEMIC CONSULTANT		CLASSROOM TEACHER I		CLASSROOM TEACHER II		VOCATIONAL AGRICULTURAL INSTRUCTOR		TOTAL POSITIONS		TOTAL AUTHORIZED
INSTITUTION	F	V	F	V	F	V	F	V	F	V	F	V	F	V	F	V	
APALACHEE	2				2(1)		1				18(5)	2			23	2	25
AVON PARK	1				1		1		2		8	1			13	1	14
BAKER	1				1				2		2				6		6
BREVARD	1				1	1(1)			1		8(2)				11	1	12
BROWARD	1				1						2				4		4
CROSS CITY	1						1			1	4				6	1	7
DADE		1			1						3	2			4	3	7
DESOTO	1				1	1(1)	1		3(1)		8(2)				14	1	15
FLORIDA	1					1	1				9(1)				11	1	12
FLORIDA STATE PRISON	1									1	3	2			4	3	7
GLADES	1					1			2		1	2			4	3	7
HENDRY	1										1				2		2
HILLSBOROUGH	1				2(1)						4(2)	1			7	1	8
INDIAN RIVER	1								1		3				5		5
LAKE	1						1				4				6	1	7
LANCASTER	1				2(1)						8(2)				11		11
LANTANA	1										2				3		3
LAWTEY	1				1						3				5		5
MARION	1					1					4	2			5	3	8
POLK	1										2	1			3	1	4
RECEPTION & MEDICAL CENTER					2										2		2
RIVER JUNCTION	1					1					4	1			5	2	7
SUMTER	1				2(1)		1		2	1	12(3)	3	1		19	4	23
TOMOKA	1														1		1
UNION			1		1		1		8	1	5	2	1		17	3	20
ZEPHYRHILLS	1										1				2		2
TOTAL	24	1	1		18(4)	6(2)	8		21(1)	4	119(17)	20	2		193	31	224

F - Number of Positions Filled V - Number of Positions Vacant ( ) - Denotes Chapter 1 Positions of Total Number Listed programs and include both vocational coordinators and vocational instructors. It should be noted that although the Department of Administration does not require personnel in these positions to be certified, the staff of DOC's Bureau of Education Services has placed a priority on providing opportunities for these employees to obtain certification. As a result, vocational instructors have begun to meet the State Board of Education's requirements for certification in their respective teaching fields.

The position of librarian does not require certification as prescribed in State Board of Education Rules. However, a master's degree in library science from a school accredited by the American Library Association is required. Presently, 22 of these positions are filled and 19 meet the Department of Administration's training and experience requirement. Further, four librarians have also met the State Board of Education certification requirements and one is enrolled in an approved program that leads to certification.

Table 5-3 depicts the status of the educational related positions for which the Department of Administration does not require certification. Of the total of 20 vacancies, 16 are vocational instructor positions.

Staff Development for Education Staff in DOC - The purpose of this section is to give an overview of staff development for DOC education staff. Staff development for education staff is for personnel involved with inmate education only and is not a part of training discussed under "Training for Corrections Officers of DOC."

According to DOC, teacher competencies in elementary and secondary education must be adjusted to adult education and modified again for corrections. Generally, skilled craftsmen are initially employed by DOC as vocational instructors and later, on the job, must learn the necessary teaching skills to become competent in the classroom. Therefore, the DOC recognizes the need for staff inservice training.

In 1978 a Master Plan for Education Staff Development was adopted by the Department of Corrections and approved by the Department of Education. This placed the Department of Corrections in a position similar to county school districts with respect to using inservice training for corrections education staff for extension of teacher certification. Each year a teacher needs assessment is conducted by DOC as a base for planning training activities. These include regional and statewide activities for educators within the DOC. Public school and college educators who provide education to inmates are frequently included. DOC employees also participate in selected subject area workshops sponsored by professional organizations and county school districts.

Since 1968 the Department of Corrections has contracted with the University of South Florida to provide vocational education methods courses for education staff. Total enrollment for the five university courses during FY 1981-82 was 87. DOC employees who applied for state university tuition free courses in FY 1981-82

Table 5-3

FLORIDA DEPARTMENT OF CORRECTIONS

Education Positions Not Requiring Certification
Status as of June 30, 1982

POSITION CLASS.	SECRETARY II		CLERK TYPIST II		CLERK III		LIBRARIAN		AIDE		VOCATIONAL COORDINATOR		PSYCHOLOGIST		VOCATIONAL INSTRUCTOR II		VOCATIONAL INSTRUCTOR III		CORRECTIONS OFFICER (C-0) I		INSTITUTIONAL COUNSELOR		TOTAL	
INSTITUTION	F	V	F	V	F	V	F	V	F	V	F	V	F	V	F	V	F	V	F	V	F	V	F	V
APALACHEE	1						1		3(3)		1		1				11	1					18	1
AVON PARK	1						1				1				2		8	1					13	1
BAKER	1						1				1						5						8	
BREVARD	1						1		1(1)		1				1		10						15	
BROWARD	1						1								1	1	2	1					5	2
CROSS CITY	1						1				1						7						10	
DADE	1						1				1				3		5	2					11	2
DESOTO	1						1		3(3)		1						5	2					11	2
FLORIDA	1						1				1				3		4	1	1				11	1
FLORIDA STATE PRISON							1				1							1					2	1
GLADES	1						1				1						4	2					7	2
HENDRY																								
HILLSBOROUGH	1						1		1(1)								3	1					6	1
INDIAN RIVER	1																2	1					3	1
LAKE		1					1				1						4	1					6	2
LANCASTER	1						1		1(1)		1						4					1	8	1
LANTANA																	3						3	
LAWTEY	1						1				1				1		7						11	
MARION	1						1				1				1		6	1					10	1
POLK	1						1				1						5						8	
RECEPTION & MEDICAL CENTER				1	1		1				1								1				4	1
RIVER JUNCTION	1						1				1						4						7	
SUMTER	1						1		3(3)		1						10						16	
TOMOKA	1						1											1					2	1
UNION							1				1				2		9				1		14	
ZEPHYRHILLS																	1						1	
TOTAL	19	1		1	1		22		12(12)		19		1		14	[illegible]	119	16	2		1	1	210	20

F - Number of Positions Filled

V - Number of Positions Vacant

( ) - Denotes Chapter 1 Positions of Total Number Listed stated teacher certification or recertification as the reason for taking courses in the following instances:

University	Number of Approved Waiver Forms	Number of Hours
USF	19	70
UF	4	12
FAU	1	3
UCF	3	12
Total	27	97

Funding: The Department of Corrections provides the salary for one Teacher Education Administrator from general revenue funds. Grants and donations trust fund expenditures for this activity totalled $33,258 which includes the $8,000 contract for services from the University of South Florida.

6. A review of all procedures currently used to assess offender educational needs.

Method. The review was conducted by a process of interview, review of literature and technical references, and observation of the program in operation. Throughout this review, reference to the masculine includes the feminine.

A. Interviews.

1. Ms. Gloria J. Ward, Teacher Training Administrator, Bureau of Educational Services, Department of Corrections, was interviewed to ascertain the policies and procedures prescribed by the department. Those policies and procedures are described below.

2. Dr. Merrill O. Jones, Education Supervisor, and Mr. Gene Durden, Director of Counseling and Social Services, Apalachee Correctional Institution (ACI), were interviewed to ascertain how the policies and procedures of the department are implemented at the institution level. Information obtained from Dr. Jones and Mr. Durden is incorporated below.

3. Three inmates at the Apalachee Correctional Institution were interviewed to determine their attitudes about the evaluations they received at the Reception and Medical Center (RMC), Lancaster Correctional Institution, and ACI. Information received from these inmates is incorporated below.

B. Review of literature and technical references.

1. The most revealing literature reviewed was Chapter B, "Education," of the Youthful Offender Report of the Oversight Subcommittee of the House Committee on Corrections, Probation and Parole. Information obtained from this report is incorporated below.

2. The 1981-82 ESEA Title I Educational Needs Assessment, developed by the Florida Department of Corrections, was reviewed to determine which needs are considered by teachers and education administrators to be the greatest among those common to the corrections system. Table 6-1, Summary of Inmate Educational Needs, lists in descending order, on a statewide basis, the 10 most common needs as identified by 43 education staff members of the seven institutions having ESEA Title I education programs. This hierarchy of inmate educational needs roughly parallels the needs of the approximately one-half million adults participating in adult general education programs in Florida this year.

3. Portions of two psychology textbooks, Measurement and Evaluation in Education and Psychology, by Robert L. Thorndyke and Elizabeth Hagen, and "Measurement and Evaluation in Education, Psychology and Guidance, by Georgia Sacks Adams, were reviewed to familiarize committee members with design, purpose

Table 6-1

Summary of Inmate Educational Needs*

Subject Area	Ranking by Correctional Institutions							
	Apalachee	Brevard	Desoto	Florida	Hillsborough	Lancaster	Sumter	Total
Reading Skills	1	1	1	1	1	1	1	1
Math Skills	3	2	6	2	4	5	2	2
Language Arts Skills	3	3	3	3	3	7	3	3
Employability Skills	2	5	2	6	5	6	4	4
Personal/Social Adjustment Skils	5	7	4	5	2	4	7	5
Vocational Skills	8	4	7	7	6	2	5	6
GED Preparation	6	6	8	4	9	3	6	7
Vocational Exploration	7	8	5	8	7	8	8	8
Health Education	9	9	10	10	8	9	9	9
Enrichment	10	10	9	9	10	10	10	10

* 1981-82 ESEA Title I Educational Needs Assessment, Florida Department of Corrections (Survey of Title I teachers and program administrators in state correctional institutions having Title I education programs), pp 35-42.

and uses of the standardized tests identified below. A discussion of the various tests used in needs assessment is contained in Appendix K.

4. The Seventh Mental Measurements Yearbook, edited by Oscar K. Buros, was used to classify the standardized tests used in assessing needs.

C. Observation. On August 20, 1982, the committee visited Apalachee Correctional Institution to observe the education program in operation. The professional observations of the committee are incorporated below.

D. Conclusions. After collection of the data through interviews, review of literature and technical references, and observation, the committee concluded that the policies of the Department of Corrections and the implementing procedures of the correctional institutions are accurately depicted below.

Assessment Program as Prescribed by the Florida Department of Corrections

A. Indoctrination. All male inmates are initially inducted into the correctional system at the Reception and Medical Center (RMC) at Lake Butler. Youthful offenders are usually moved out of the RMC within one day. Female inmates undergo their indoctrination and processing either in Florida Correctional Institution at Lowell or in Broward Correctional Institution at Pembroke Pines. Male youthful offenders are transferred to Lancaster Correctional Institution at Trenton for indoctrination and processing. As a part of the indoctrination, benefits of various activities are explained. Since most inmates indicate that their primary need is to get out of prison, the benefit best understood is the "gain time" which can be earned through participation in the various activities. For example, an inmate can earn one day of gain time for each day he works at his assigned job. Up to six days gain time per month can be earned for participation in educational or social service programs.

B. Evaluations. As a part of the processing, each inmate is interviewed by various members of the RMC staff and is evaluated medically and educationally. The inmate is then "staffed" by a team which recommends assignments for the inmate's period of incarceration.

1. Medical. The medical evaluation consists of a physical examination which includes a dental examination and hearing and vision screening tests. The inmate is also interviewed to determine social attitudes and for psychological and psychiatric evaluation.

2. Educational. The educational evaluation includes a series of standardized tests and interviews with educational counselors.

a. All inmates are usually tested with the following instruments during the RMC evaluation:

(1) The Revised Beta Examination (or an equivalent individualized IQ test) is administered to ascertain the inmate's IQ.

(2) The Test of Adult Basic Education (TABE) is used to provide grade level placement of the inmate in academic areas.

(3) The Wide Range Aptitude Test (WRAT) provides a quick estimate of the inmate's general level of ability and educational background.

(4) The Wide Range Interest-Opinion Test (WRIOT) evaluates occupational interests in 18 general areas and samples seven vocational attitudes.

b. Female inmates are usually tested with the following instruments in addition to the four indicated above:

(1) The Minnesota Multiphasic Personality Inventory (MMPI) is administered to help identify psychological and psychiatric abnormalities.

(2) A sentence completion test is administered to gain insight into the inmate's attitudes and values system. This is not a standardized test, but was derived by combining elements of several standardized tests. Information gained from this test is subjectively evaluated.

c. Once inmates arrive at the assigned correctional facility, they may be retested with some of the instruments listed above or tested with additional instruments, such as:

(1) The General Aptitude Test Battery (GATB) provides a measure of ability factors in ten areas related to vocational aptitudes.

(2) The Talent Assessment Profile (TAP) is composed of ten action instruments designed to measure characteristics applicable to work in industrial, technical and professional technical areas.

3. "Staffing" recommendation. When all the testing and interviews are completed at the RMC, the inmate is "staffed" by a team which consists of the inmate, the dormitory counselor, the education counselor, and appropriate medical staff personnel. This process is chaired by a classification officer, and is designed to develop a number of recommendations relating to the inmate.

a. Security determination. The "staffing" team recommends the type security appropriate for the inmate. Security recommendations vary from minimum (little risk that the inmate will attempt to escape) to maximum (high escape risk).

b. Work assignment. The work assignment is usually based on interests or preferences of the inmate as indicated by tests and interviews. However, job vacancies and system labor needs may override, at least temporarily, the inmate's interests and preferences.

c. Education program. The team recommends placement of the inmate in an education program based on test results. Inmates may be placed in academic programs which provide basic skills training or prepare for GED testing, or in vocational training programs. Types of vocational programs available vary from facility to facility.

d. Other rehabilitative needs. Other recommendations may include needed medical, psychological or psychiatric treatment, proximity to the inmate's family, and the need for social interaction with others.

e. Facility assignment. The "staffing" team recommends assignment of the inmate to a specific facility based on the combination of factors considered in a. through d., above.

C. Facility activities.

1. Initial processing. Once the inmate arrives at the assigned correctional institution, the facility staff begins to implement the recommendations of the RMC "staffing" team. A similar team is developed at the facility, consisting of:

a. Classification officer. This individual is usually the coordinator of procedures for the inmate.

b. Medical personnel. The inmate is scheduled for needed medical and dental treatment and fitted for eye glasses, hearing aids and orthopedic devices, as necessary.

c. Dormitory officer. This individual has the opportunity to observe the inmate's process of socialization in the living area and may observe characteristics or tendencies in this setting which may not manifest themselves in the work or education settings.

d. Education counselor. The counselor deals with the academic and vocational programs in which the inmate participates.

e. Inmate. The inmate is involved in those decisions which affect his assignments and progress.

2. Testing. In many instances the facility education director will repeat some or all of the education testing as a part of the inmate's facility inprocessing. Frequently the inmate makes a higher score on IQ tests at the facility than was made at the RMC. This is generally attributed to a lessening of tension and anxiety on the part of the inmate as he is assimilated into the system and becomes more acclimated to his new life style.

3. Inmate rights. A considerable amount of educational counseling is available to assist inmates in selecting academic or vocational programs in which to participate. The inmate, however, has the right to refuse to participate in educational programs and some will not get into either academic or vocational classes.

D. Review process. The inmate's progress is reviewed regularly during his period of incarceration. The first formal review occurs three months after assignment to the facility. A second review takes place three months after the first, and subsequent reviews are then conducted at six-month intervals. All aspects of the inmate's incarceration, including the education program, are examined at these reviews. Inmates participating in academic programs are evaluated quarterly by administration of the TABE, and their progress is a topic for disussion at scheduled reviews. Education programs may be stopped, started, continued, accelerated or revised based on test results and recommendations of the review team. The review process continues throughout the period of incarceration.

E. Summary. The assessment procedures established by the Department of Corrections begin at the earliest possible time and continue throughout the inmate's term. Consideration is given to the interests, aptitudes, and desires of the inmate as well as to his academic and vocational abilities.

Assessment Program as Described in the "Youthful Offender Report". Three major subject areas affecting assessment of inmate needs were discussed in the Youthful Offender Report of the Oversight Subcommittee of the House Committee on Corrections, Probation and Parole.

A. Orientation and classification.

1. Mandatory/voluntary participation in educational programs. Some of the youthful offender institutions require inmates to participate in educational programs. Educational staff members generally oppose mandatory participation because they feel it increases the problems involved in classroom management.

2. Assignment to programs. An inmate may be classified into a job within the facility, placed on outside work squad duty or in an industry training program, assigned to academic classes or vocational training programs, or some combination of these activities. Many educators in the correctional system feel that classification officers do not regard their opinions about assignments as important. Teachers feel that they are in a

better position than are the classification specialists to determine if an inmate could function in a particular class. The Oversight Subcommittee, however, found that classification specialists have little power to make assignment decisions on the basis of what is best for the inmate. They must classify and assign inmates on the basis of institutional labor needs and availability of program vacancies. Some teachers felt that inmates could be encouraged to participate more willingly in education programs if there was a better defined system to reward achievements. When asked how the program could be improved, over 35% of teachers in youthful offender institutions indicated that a better reward system (gain time, pay, contract parole, etc.) was needed.

B. Academic programs.

1. Programmatic relationships. Corrections personnel generally consider occupational education to be a method of providing skills for employment. Academic programs are viewed as supplementary. This is not true at all facilities. However, several institutions, including some which house youthful offenders, have made academic education mandatory for inmates who do not have a high school diploma.

2. Voluntary/mandatory education programs. Teachers prefer that participation in academic programs be voluntary. At Sumter Correctional Institution, where participation is mandatory, the Oversight Subcommittee noted a disturbing lack of control in some academic classrooms. Some teachers seemed unable to cope with inmates who, in many cases, did not want to attend school.

3. Placement and progress. Inmates are generally placed into academic classes on the basis of their reading levels, as measured by the TABE. Progress through the program is measured by quarterly administration of the TABE until such time as the inmate is ready to take the General Educational Development (GED) tests.

4. Motivation. Most educators in the correctional system feel that it is extremely difficult to motivate inmates to achieve educational goals without a clear-cut, meaningful reward system. As indicated above, a revision of the gain time provisions based on achievement, pay for institutional work satisfactorily completed, and expanded use of contract parole might be inducements to get inmates to address their educational needs by participation in academic and vocational programs. Many educators also felt that inmates might be better motivated to participate in educational programs if two aspects of the assignment and classification process were expanded. They felt that inmates should receive in-depth counseling about the types of jobs available "on the outside," and should be familiarized with the training programs that are available and how they can be assigned to a particular program.

C. Occupational counseling and training.

1. Youthful Offender Program Plan. The 1980 Youthful Offender Plan presents a four-phased basic education program to be offered in youthful offender institutions.

a. Use of a multi-media approach to advise inmates of the various occupations and skills for which they can train in the facility.

b. Inmates are allowed to "sample" occupations by receiving guidance, training, occupational literature, trade journals, etc.

c. Inmates get classroom training, "hands-on" practice, and on-the-job training in selected occupations.

d. Inmates are provided individualized programs to treat diagnosed learning disabilities.

"Unfortunately, the (Oversight) Subcommittee was not able to identify, at any of the youthful offender institutions, this four-phase method of choosing a course of occupational training for an inmate."

2. Placement. In most cases inmates are placed in vocational classes according to vacancies, without regard to the inmate's interests or aptitudes. Vocational teachers feel that they are frequently required to "baby-sit" for inmates in their vocational programs when those inmates do not have the academic background necessary to function effectively in the program. Teachers cannot transfer inmates who cannot perform satisfactorily, either to academic courses to prepare them for the particular vocational program, or to other vocational programs for which they may be better suited. This situation becomes particularly distressing to teachers when capable inmates are denied placement in their programs due to a lack of vacancies.

Assessment Program as Observed by This Committee During Visit to Apalachee Correctional Institution. On August 20, 1982, the committee visited Apalachee Correctional Institution (ACI) to observe the education programs in operation and to interview facility staff and inmates. The committee was given a thorough briefing on the education program by Dr. Merrill O. Jones, Education Supervisor.

A. East/West units. Apalachee Correctional Institution is actually two correctional facilities. The East Unit primarily houses youthful offenders, inmates under 25 years of age, serving their first prison sentence in Florida for non-violent felonious crimes. There are approximately 1,000 inmates held under minimum security in the East Unit. The West Unit houses approximately 600 inmates under medium or close security. These inmates are generally older multiple offenders incarcerated as habitual criminals or for committing violent crimes. Since time for the visit was limited to one day, the committee visited only the East Unit.

B. Education Programs. The Education program at ACI-East includes academic education, vocational training and community college core curriculum. Inmates who do not have a high school diploma are "strongly encouraged" to participate in academic programs. Inmates may be assigned to academic and vocational training programs on either a full-time or a half-time basis. When assigned on a half-time basis, inmates on the "first-half" schedule attend classes on Monday and Tuesday of each week and on alternate Wednesdays. "Second-half" inmates attend classes on alternate Wednesdays and on each Thursday and Friday. Generally, "first-half" inmates are in class, and vice versa. Enrollment in community college courses is voluntary. However, once an inmate enrolls in a community college course, he is required to attend every class session.

1. Academic education. The academic education program at ACI-East is divided into two stages of basic education (grade levels 0.0 through 3.4 and 3.5 through 4.9), intermediate education (grade levels 5.0 through 6.9), and advanced education (grade levels 7.0 and above). Grade levels are determined by overall results of the lastest TABE scores. Classes are supplemented by Title I programs in Reading, Language Arts and Math for inmates age 21 and under. The average student load in the academic program varies between 375 and 450 inmates enrolled at any one point in time. ACI-East employs 13 full-time teachers, including five funded under Title I, in its academic program. During 1981, the academic program at ACI administered the GED tests to 363 inmates. A total of 223 inmates were awarded State of Florida High School Diplomas as a result of that testing.

2. Vocational training. There are ten vocational training programs available at ACI-East. Inmates are assigned into vocational training programs, when vacancies occur, on the basis of their interests and aptitudes, as indicated in aptitude testing, and interviews with counselors. The average number of inmates enrolled in vocational training at one time is approximately 130. The program awarded vocational certificates of completion to 213 inmates in FY 1982. The vocational training programs are supplemented by an IMTS lab which employs a full-time learning coordinator.

3. Community college courses. Through an exchange of services agreement, community college courses are made available to ACI inmates by Chipola Junior College. All such courses are from the core curriculum. No ACI inmate has yet earned an AA degree in this program.

C. Assessment of Needs.

1. Inmates may be assigned to ACI-East Directly from the RMC at Lake Butler or from Lancaster Correctional Institution. During the first few weeks at ACI the inmate is oriented on the facility, to include the academic and vocational programs

available. The Counseling and Social Services Department reviews each inmate's testing record and administers additional tests as they deem necessary. Determination of testing needs is made by trained psychologists on the basis of indicated test results and interviews with the inmate. Inmate IQ may be re-evaluated through retesting with the Revised Beta Examination or by administering of individual IQ tests, such as the Wechsler Adult Intelligence Test. The General Aptitude Test Battery (GATB) may be used to assess interest in and aptitude for vocational training programs.

2. Academic progress of inmates is assessed regularly by administration of the TABE. Inmates enrolled in Title I programs are tested every three months. Other inmates are tested every four months. Test results are used to adjust the inmate's placement in the academic program or to prescribe specific academic remediation in support of the vocational training program.

D. Inmate perceptions. The committee interviewed three inmates to ascertain their feelings about the programs in which they were enrolled. Of the three, only one had been sentenced under the Youthful Offenders Act and indoctrinated at Lancaster Correctional Institution. The other two had been assigned directly from the RMC.

1. Inmate #1. This was a young black man from Miami who had been at ACI for about nine months. He was enrolled half-time (first half) as a vocational student in the electric motor rewiring program. He was also enrolled half-time (second half) in the academic program at the intermediate level. He appeared to have a speech defect which might indicate a need for speech therapy. He was aware that his placement in the academic and vocational programs had resulted from testing at the RMC and that progress through the academic program was dependent upon results on the TABE. He seemed to accept the assignment to the electric motor rewiring program as a good opportunity to learn the basic skills of a trade.

2. Inmate #2. This inmate was a young black man from Key West who had been at ACI for just over one year. He was enrolled as a half-time (second half) student in the academic program at the advanced level. He had a job assignment in the ACI laundry during the first half. He was the most articulate of the three inmates interviewed. He was also knowledgeable about the testing programs, but indicated that he would prefer a job assignment or vocational training to prepare him to work in warehousing. He has submitted a petition for contract parole but no action had yet been taken on the petition at the time of the interview.

3. Inmate #3. This was a young white man from Maryland who had been at ACI less than three months. He was enrolled in the academic program at the intermediate level on a half-time (second half) basis. His first half job assignment was "house man" for his dormitory. His duties are assigned by the

dormitory counselor and include janitorial work, running errands, etc. He expressed a desire to get into the automotive mechanic training program, but indicated he was not getting much help from counselors or classification officers. He indicated that, except for his dormitory officer, he could not discuss his desires with anyone because "they are always too busy." He did not appear to understand the channels through which he could request a specific training program.

E. Institutional needs assessment. The Department of Corrections has established a policy to implement the American Correctional Association's Educational and Vocational Training Standard 4394, which states, in part:

> There is a system for ensuring that the education program continues to meet the needs of the inmate population. - - - The process of developing curriculum should include in-put from inmates and a system should be developed to review the education program regularly.

In addition to standardized testing, the curriculum review at ACI is based on a questionnaire administered to a representative sample of the inmate population to identify inmate needs, attitudes, opinions and recommendations regarding educational and vocational programs. Such a survey was conducted at ACI in May, 1982. The following points summarize the results of that survey.

1. Approximately 71% of the inmates at ACI have not received a high school diploma. There is a great need for adult basic education and GED programs to serve these needs.

2. Inmates perceive the GED and vocational programs as having the greatest value to them.

3. Shortness of sentences and lengths of time inmates can enroll in programs reflect a need for short-term academic and vocational programs with limited goals.

4. Inmates perceive a need for improvement in instructional materials, teacher attitudes, discipline, and staffing (number of teachers) to improve the educational programs.

Conclusions.

In developing this report, the committee has attempted to avoid incorporation of value judgments in regard to the policies and procedures currently established. Every effort has been directed to reporting what is, not what could or should be. This should not be interpreted to be critical of the needs assessment process. Neither should it be interpreted as being totally supportive. Having conducted the interviews, surveyed the literature and technical references, and visited the program in operation, the committee feels that the following observations are relevant:

A. Some inmates, if not all, are being administered all tests on a single day during their indoctrination at the reception center.

B. There is no attempt made in the evaluation process to identify inmates who have learning disabilities. None of the evaluation instruments measures the basic psychological process involved in understanding or in using spoken or written language. No adaptive behavior scale is given to inmates whose performance is two or more standard deviations below the mean on a standardized IQ test. Adaptive behavior is defined as the effectiveness or degree with which the individual meets the standards of personal independence and social responsibility expected of his age, cultural group and community. Vision and hearing testing needs to be refined enough to identify sensory deficits.

C. Procedures at the reception facility and correctional institutions are not always in consonance with the policies of the Department of Corrections. For example:

1. Some institutions make enrollment in educational programs mandatory for inmates who do not have a high school diploma.

2. Inmates are not well oriented on the procedures for requesting assignment to a specific education program.

D. Assignment of inmates to educational programs and job assignments is more closely related to labor needs of the institution and availability of vacancies in classes then to individual needs indicated through formal and informal needs assessments.

E. "Gain time" provisions for educational programs are combined with gain time earned through social service (AA, drug counseling, etc.) programs and capped at six days per month. There is no cap on gain time earned in work programs.

A bibliography for this chapter may be found at Appendix L.

7. **An identification of the current level of resources, other than personnel, being utilized in each specific educational program.**

Non-personnel resources used for the educational programs for inmates and correctional officers are primarily classroom and shop space, to include associated equipment and supplies belonging to the respective correctional facilities. All of the current inmate training and the majority of correctional officer training is conducted at correctional institutions. Section 4 of this Findings chapter includes "A description and evaluation of the . . . facilities within the correctional setting used for education programs." Summarized therein for reference in this section are descriptions of the classroom, academic, library, vocational and storage resources available at each of the 26 major correctional facilities and three vocational facilities.

In reviewing inventory data which depict capital outlay facilities, equipment, and supplies available to community colleges, school districts, and the correctional institutions, used in providing education programs for the state correctional system, it became evident that resource levels in the correctional system are in need of (1) modernization, (2) repair, and (3) resupply. Although classroom space was often found to be adequate, comfort level was generally found to be below the standards of public community colleges and school district education facilities.

None of these findings was particularly surprising because of the fact that public educational facilities in the community college and school district settings have undergone priority upgrading over the past 10-15 years. The emphasis upon security has clearly been the priority over the same time period in the correctional institutions.

Modern and in-repair shop equipment, model workplace settings, bright classrooms, adequate supplies, rigorous safety standards, and commercially-used tools are routine in the public colleges and area vocational schools. Although not routine in the correctional institution education and training setting, potentialities are being realized and correctional education staffs were found to be making great efforts to improve and upgrade their equipment and facility conditions.

In order to provide an example of data evidence to support these summarized findings and those reported in Section 4 related to a facilities evaluation in the correctional setting, a 26-page computer printout, Appendix S, is enclosed, which delineates the instructional square footage available at each of the 26 major correctional institutions for each program, by title and program category, offered at those institutions. Also shown are space accommodations for educational support facilities and a notation as to the adequacy of each instructional and support space resource.

8. An evaluation of the educational programs provided for the Dade County Public Safety Correctional System.

Material herein presented and conclusions drawn are the result of a detailed study-visit to facilities in the Dade County Public Safety Correctional System where educational programs are being offered. The study team was comprised of educational specialists qualified and experienced in the areas they were assigned to evaluate. All institutions and classes evaluated were visited and dialogs established with education instructional and supervisory personnel, as well as correctional institution custodial and supervisory personnel.

To assist the study committee, a visitation and evaluation instrument was developed (Appendix M) and used. This instrument should be of assistance in future evaluations of other institutions.

The proviso language included the words ". . . and the Tomoka Correctional Facilities . . ." to also be given this same evaluation, but in view of the fact that Tomoka was to be included as a part of the overall study by virtue of its being a State correctional facility, it became unnecessary to do the individual study of Tomoka. This guidance was provided by Representative Sam Bell through Ms. Nancy Avery, staff to the House of Representatives Committee on Corrections, Probation, and Parole, and a copy of this written guidance dated August 3, 1982 is at Appendix N.

Philosophy and Purpose - The educational philosophy of the Dade County Public Safety Correctional System embraces the philosophy of the Dade County Public Schools and Miami-Dade Community College, the two providers of educational programs. The philosophy of the Lindsey Hopkins Technical Education Center states that "off-campus occupational, consumer, and homemaking courses for incarcerated offenders, for handicapped persons, and for others with special needs at facilities such as the Dade County correctional institutions . . ." will be offered.

The philosophy of the Miami-Dade Community College recognizes the institution's responsibility to provide off-campus courses to inmates and responds accordingly to provide the courses as requested or accepted by the Correctional System.

Organization and Administration - Dade County has four correctional facilities in which educational programs are offered. These are the Stockade, the Women's Detention Center, the Dade County Jail and the Interim Corrections Detention Center. The Dade County Public Safety Correctional System is headed by a director whose immediate staff consists of a deputy director, a supervisor of the internal affairs unit, and four division directors. The four divisions within the system are: operational; administrative; supportive services; and social services, under which falls educational programs. There are no funds specifically budgeted for inmate education in the Dade County Public Safety Correctional System. Therefore, the educational program is provided by the Miami-Dade Community College and by Dade County School Board's Lindsey Hopkins Technical

Education Center. Each generates funds for the operation of these programs in accordance with Sections 240.359 and 236.081, Florida Statutes, respectively. In each correctional facility a Dade County Public Safety Correction System supervisor coordinates the education programs, in addition to other primary responsibilities.

A. Stockade - Dade County assumed the role as educational provider for the program at the Stockade in 1970. Vocational and developmental courses are offered. Student placement in an educational program is predicated upon educational level, interest, age, goals, and individual preference. Funds are provided by the Comprehensive Educational Training Act (CETA) to be used as incentives for inmates to pursue educational goals. University of Miami student teachers also participate in the educational program. Staff turnover appears to be low.

B. Women's Detention Center - The Women's Detention Center, with a population of 251, had approximately 125 inmates enrolled in its educational program during the first week of September, 1982. This facility serves pre-trial as well as sentenced inmates. All teachers are certified by the Department of Education and the institution is accreditated by the Committee on Accreditation for Corrections. General Educational Development (GED) and Adult Basic Education (ABE) courses are offered. Specific classes offered under the supervision of the Lindsey Hopkins Technical Education Center include basic skills education, cosmetology, GED (high school equivalency), library services, and clerical/office careers. Occasionally, compensatory education classes are offered by Miami-Dade Community College. A learning resource center is located at the center.

C. Dade County Jail - Presently, Miami-Dade Community College is the only provider of educational programs at the Dade County Jail. The Florida Department of Education funds the college to provide an Individualized Manpower Training System (IMTS) program which is described in an open letter to inmates as a "vocational education program . . . that can help you learn a trade." Miami-Dade also provides recreation and leisure classes, career and life planning classes, and basic education classes.

D. Interim Corrections Detention Center - The educational program provided by Dade County Public Schools at the Interim Corrections Detention Center emphasizes basic skills and is designed to prepare inmates to pass GED tests. Unlike the other three facilities, this Center does not have a learning resource center.

Educational Programs - Classes offered to inmates in the Dade County Public Safety Correctional System are a cooperative effort between that institutional system, Miami-Dade Community College, and the Dade County Public School District.

As is typical in most correctional settings, a high percentage of the inmate population lacks sufficient basic academic and job skills to function efficiently in society. The incarcerated persons have much idle time, and enrollment in self-improvement studies appeared to be a worthy undertaking.

Offering effective educational programs to inmates of the Dade County Public Safety Correctional System is especially difficult in view of that system's mission and the mobile nature of its population. Most inmates are there for a relatively short time, usually no longer than one year.

A. Basic Skills - Miami-Dade Community College conducts classes in the Dade County Jail. The specific courses are Individualized Manpower Training System (IMTS) and Basic Skills. Presently, there are three instructors. One instructor is also responsible for recruitment.

The College attempts to instill in the inmates that a skill is needed if they are to become a functioning part of society. To this end, basic skills are necessary; hence, the primary focus of the courses being offered.

The objectives of the IMTS program are available and are revised annually. This is a Florida Department of Education funded program. All instructors are required to adopt and adapt the basic purpose and objectives of IMTS under the direction of the University of West Florida as prescribed by the State.

Written admission standards are established for each education program and are prescribed in a manual provided to instructors of IMTS. As a general rule, students scoring below a certain level on the prescribed placement test are placed in IMTS. Students scoring above the prescribed level are placed in Basic Skills (GED training).

Acceptable student/teacher ratios are established and take into consideration the size of the instructional area and the behavioral characteristics of the student. For these particular courses, the student/teacher ratio is acceptable. For IMTS, the student/teacher ratio is 8-12 students to one instructor. For Basic Skills, the student/teacher ratio is 16-22 students to one instructor.

A publication which briefly explains the IMTS program in the institution is available to the inmate population. No such publication was presented for the Basic Skills program.

Records showing the progress of the individual student are maintained and made a part of his permanent file for both Basic Skills and IMTS. The IMTS records can follow the student if he enters either a vocational school or community college full-time. There was no indication that the same is true for Basic Skills unless the student enters the college programs sponsored by the North Campus of Miami-Dade Community College.

A periodic evaluation of students is made to determine progress in their particular programs. Progress is monitored constantly in both programs. Daily lesson plans exist and for the most part, are utilized. There was evidence that these plans are being retained for at least a six-month period. Neither course/program is periodically evaluated to determine its effectiveness. However, revisions are made annually of IMTS programs statewide and are adopted by each instructional site.

New inmates of the institution are provided with information concerning educational programs available. A one-page informational sheet is circulated throughout the jail announcing the programs/courses. Where non-readers are concerned, the college relies on the counselors to provide this information to inmates.

B. Vocational - Vocational classes are concentrated in the Dade County Stockade and Women's Detention Center, and are offered by the Dade County Public School District. Air Conditioning, Refrigeration and Heating, Cabinet Making, Automotive Mechanics, Auto Body Repair, Gasoline Engine Mechanics, Welding, Cosmetology (personal), Commercial Sewing, and Office Education are the vocational courses offered. No written statement of purpose or objectives prepared especially for these programs in this setting was available. Some were available, however, as prepared at district level for use in the regular vocational programs in the public school setting. These appeared inappropriate and of questionable value to instructors in the correctional setting. Omission of this important first step makes it extremely difficult, if not impossible, to measure program success or determine student progress.

No written or normalized admission standards for each program were available. Students were accepted if they showed an interest and space was available. Instructors demonstrated patience and a genuine concern for all of their students, including the slower ones as well as the more capable.

Instructional facilities were extremely small and inadequate. For the most part, this fact is recognized and classes kept to a relatively small size. Even then, instructional area sizes placed considerable constraint on instruction.

Records of student progress were kept by individual instructors. This varied from a thorough system by some instructors to none at all by others and seemed to coincide with the fact that some of the programs had no identified goals and objectives to serve as a basis for charting progress.

While some instructors displayed an orderly and systematic approach to instruction, uniform usage of lesson plans and other aids to attaining predetermined objectives was not in evidence. The emphasis in Automotive Mechanics, Auto Body Repair, Welding, and Cabinet Making in particular appeared to be directed almost entirely on construction and repair of articles and equipment furnished by public agencies in Dade County. None of their "instructional" activities were preplanned and were entirely dependent on items that were brought in to be constructed or repaired. This is a cost saving service for public agencies served, but raises a question as to whether these programs should be considered vocational and funded as such. Instructors in these programs were qualified and competent in their vocational program areas, but were acting as repair or construction crew foremen. Unless they can begin to plan instruction and regulate the amount and appropriateness of "live" work, it is questionable as to whether these programs should continue to be funded as vocational offerings. They fell far short of meeting minimum requirements for an instructional program, but do seem to be doing an acceptable job of maintenance.

No periodic process to assess overall program effectiveness was in evidence, and there was an inadequate amount of supervision and assistance provided for instructors, who were largely working independently, resulting in too wide a range of approaches and results. Supervision of instructors and the instructional process is a critical need.

Much of the instructional equipment in use was obsolete or not fully usable due to facility restrictions and seldom met industry standards. Equipment used for vocational instruction should be comparable to that in industry and fully function.

Institutional counseling personnel were adequately informing new inmates about instructional programs available. They were also actively encouraging and assisting inmates in continuing their studies upon release from incarceration.

Financial Resources - This section summarizes the method and process of funding for inmate educational opportunities in the four Dade County Corrections facilities providing educational offerings. The following five entities provide support for inmate education:

A. Metropolitan Dade County Corrections and Rehabilitation Department.

B. Other Dade County departments requesting goods and services.

C. The University of Miami with Comprehensive Employment and Training Act funds through the Criminal Justice Planning Council.

D. Dade County Public Schools.

E. Miami-Dade Community College.

Each of the above is discussed below.

A. Metro Dade County Corrections and Rehabilitation Department. - No separate budget entity for education exists in this Department, which provides all space facilities for educational offerings including maintenance and repair of such. The Department pays $42,000 for yearly land rental for the horticulture facility. Educational supplies purchases and some vocational equipment purchases are made by this Department. It was estimated that approximately 28 employees in the system were involved to some degree in assisting educational efforts at a total estimated salary cost of approximately $170,000. This includes percentages of time from administrators, security personnel, corrections counselors, and others.

B. Other Dade County Departments Requesting Goods and Services. - Various Dade County agencies request and receive goods and services from the stockade. County agencies in turn generally provide supplies when services are requested. For example, wood is supplied by the agency requesting a bookcase made by the inmates taking a carpentry course. Parts are usually supplied by the agency requesting repair work by inmates taking an auto mechanics course. Inmate services to Dade County agencies from October, 1981, through February, 1982, were estimated at $84,640.

C. The University of Miami - The University of Miami administers a CETA program whereby an inmate may earn $3.35 per hour while receiving vocational training. The inmate may send these monies home to his family or set it aside in an inmate trust fund account available on release. Stipend expenditures to stockade inmates totalled $271,448. Materials expenditures for materials disseminated to inmates totalled $2,003. Instructional costs totalled $66,768.

D. Dade County Public Schools. - Dade County Public Schools provide the following instructional offerings:

The information contained in Table 8-1 represents FTE reported by Dade County Public Schools for instructional offering to Public Schools for instructional offerings to inmates in Dade County Corrections facilities. Costs were calculated using per FTE cost by program by school using the 9/9/82 final unweighted FTE count and the final total program cost reported through the program cost accounting system.

Two cost calculations were made. The first cost column under each program shown only general revenue cost. The second column includes general revenue plus special revenue which is largely federal funds.

E. Miami-Dade Community College. - Appendix O shows a listing of the extensive educational offerings provided at the Dade County Jail and at the Women's Detention Center. Miami-Dade reported all course offerings to county inmates under one of the following three categories:

1. Compensatory Instruction (State Code 3100)
2. Community Instructional Services (State Code 4100)
3. Recreational and Leisure Time Instruction (State Code 4200).

These are described herein for information and clarification purposes:

1. Compensatory Instruction (3100). Compensatory Instruction is one of two clusters included in the Developmental Instruction

Table 8-1

Instructional Programs Offered By Dade County School District

FACILITY	INSTRUCTIONAL PROGRAM	FTE	REVENUE	GENERAL REVENUE & SPECIAL REVENUE
Dade County Stockade	Vocational-Technical Adult Job Preparatory Programs			
	Agriculture	15.13	$ 59,153	$ 59,890
	Industrial	85.11	335,302	340,394
	Adult General Education Programs			
	Adult Basic Education and Adult High School	6.20	9,573	9,722
Women's Detention Center	Vocational-Technical Adult Job Preparatory Programs			
	Industrial	18.13	71,425	72,510
	Business and Office	8.4	23,409	23,843
	Adult General Education Programs			
	Adult Basic Education and High School	29.45	60,322	61,743
Interim Corrections Detention Center	Adult General Education Programs			
	Adult Basic Education and Adult High School	22.31	45,697	46,773
	TOTALS	184.73	$604,881	$614,875

Program. The following explanations are from the Community Colleges Management Information Procedures Manual:

> Developmental Instruction. This subfunction includes the courses and instructional programs designed to prepare persons for college entry. It also includes courses considered basic and general at the elementary and high school level. It should not include occupational courses. It includes the following two clusters:
>
> a. Compensatory Instruction. This includes courses and/or programs designed to meet the academic and personal needs of educationally disadvantaged students. These activities are intended to bridge the gap between secondary school and college for students with specifically identified deficiencies.
>
> b. Adult Elementary and Secondary Instruction. No courses are reported under the second cluster of adult elementary and secondary instruction which includes adult basic education, adult general education, literacy, high school completion for adults, and preparation for the general education development test (GED).

2. Community Instructional Services (4100). These are noncredit instructional activities which require state level approval. They are based on significant community problems. No courses associated with recreational and leisure time activities are to be included in this category with the exception of instances where "the development of recreational and leisure time skills for the aging is documented by the regional coordinating council as a high priority community problem. Courses with this objective may be approved" (State Board Rule 6A-10.3B).

3. Recreational and Leisure Time Instruction (4200). A 4200 course is any non-credit course offered by a community college which involves recreational activities or enables adult students to develop recreational or leisure time skills or does not meet the criteria (for the aging).

> . . . The aggregate income (for these courses), from sources other than the community college program fund must cover, as a minimum, the direct instructional cost of those courses. This requirement will be considered to be satisfied when the income derived from all such courses from sources outside the community college program fund is not less than one hundred twenty-five percent . . . of the instructional salary cost for all such courses." (State Board Rule 6A-14.911).

Responsibility for these courses including prior approval and fiscal accountability rests with the Board of Trustees.

Of the three categories discussed above, FTE is generated for funding from the Community College Program Fund only for Compensatory Instruction. Direct instructional and support costs for Compensatory Instruction totalled $82,240. Fees not collected totalled $26,707 for 35,162.5 hours of instruction.

FTE in Community Instructional Services are not funded within the Community College Program Fund (CCPF). These courses are supported by a special appropriation and from student fees. Fees not collected for these courses totalled $1,215 for 11,883 total hours of instruction.

Under State Board of Education Rules "fees for courses providing recreational and leisure time instruction are assessed under rules established by the Board of Trustees" (6A-14.3a). No funds from the CCPF may be used for these courses. No CIS money may be used for these courses. Fees not collected for these courses totalled $10,234 for 58,497 total hours of instruction.

Staff - Staff members assigned to provide instruction and instructional services for the Dade County Public Safety Correctional System appeared to be committed to the purpose for which employed. A high degree of empathy was evident in their professional relationships with students.

Certification of instructional personnel was required and coordinated by the educational agency sponsoring the instructor. Full-time personnel were tenured by their respective agencies and subject to reassignment out of the correctional institution into the public school or community college system. Most part-time instructors were either certified or in the process of becoming certified.

No planned preservice program was in evidence for new educational staff members. For some, this was their first teaching job, and few if any had taken specialized course work or other preparation for teaching in the correctional setting or dealing with inmate populations.

No evidence was presented that educational staff members are encouraged or provided an opportunity to upgrade their occupational competency and educational knowledge. Vocational instructors in fast-changing program areas were particularly deficient in planned activities to upgrade their trade knowledge. Most had no record over the past several years of any involvement to upgrade their competencies in their vocational subject area.

A free and easy relationship among educational staff members, including supervisory personnel, existed in the educational department as well as with administrators of host institutions. No evidence was furnished that regularly scheduled, structured faculty meetings were utilized to plan and solve problems, however, the lead teacher in at least one instance did call a meeting.

Physical Facilities - The buildings and facilities of the educational programs were not designed and built for the purposes being utilized. Educational program objectives being achieved are only possible after serious building and facility deficiencies have been overcome. None of the education facilities in use meet Department of Education space or design layout requirements. All were too small. Most utilized an outdoor work area that was not functional during periods of inclement weather. Most rooms were hot, noisy, crowded, and poorly ventilated. This was not the fault of anyone involved in education or institutional operation, but is reflective of conditions throughout the correctional institutions visited. There was considerable evidence of efforts put forth to make the facilities more functional.

Safety was less than satisfactory, due to crowding and poor design. Due to a lack of space, some machines that needed to be anchored before operation, had to be carried outside and operated while free-standing. Extension cords presented a tripping hazard and a dust collection system was needed in the cabinet making laboratory.

Instructional program objectives were negatively influenced by facility limitations. Content taught was limited to what facilities would accommodate. Little if any possibility exists for orderly growth and expansion over a period of time. Security requirements and serious overcrowding preclude prospects for any foreseeable improvements. The relatively short periods of incarceration (not more than one year) limit what can be accomplished even under ideal conditions. Expanding educational facilities may not need to be a top priority in light of the many other correctional institution needs and the very short incarceration period experienced by the inmates.

Equipment and Supplies - Academic programs (adult basic education and GED preparation) are competency based, therefore, students/inmates are frequently studying different subjects and/or levels simultaneously in the same classroom, but the equipment available for academic programs is adequate for the courses available. There is no line item for instructional supplies in the Dade County Public Safety Correctional System budget. Availability of academic supplies is adequate for the classes provided. The Dade County Public School District and the Miami-Dade Community College usually respond to requests in a manner which provides needed supplies within one day. In programs supplemented by CETA grants, some supplies may be provided by the community based organization which sponsors the projects. The vocational programs conducted at the Dade County Stockade and the Women's Detention Center are also competency based. Much of the equipment has been salvaged from discards of the Dade County Public School District. The equipment, while sufficient to use to learn basic skills in the various vocational areas, is generally outmoded. The space and equipment available limits the number of students/inmates who can participate in the vocational programs. On-the-job training is used in the vocational education programs. Classes are used to repair equipment or build items for use by the county and other agencies. The agency benefiting from the training project generally provides needed project supplies. For example, if a vehicle is to have body and paint repairs, the agency owning the vehicle usually provides the needed fiberglass, resin, body putty, sand paper, and paint.

The Dade County Public Safety Correctional System does not provide for educational funds in its budget. Funds for academic and vocational programs are provided by Miami-Dade Community College and the Dade County Public School District as outreach activities of their respective vocational and adult education programs. The funds provided in these programs appear to be adequate to meet the needs of students/inmates who desire to participate in programs offered. When new programs are initiated by Miami-Dade Community College or the Dade County Public School District, adequate materials and equipment are provided. When the Miami-Dade Community College program was opened in the County Jail, sufficient instructional supplies were provided for a full-scale IMTS operation.

Although the equipment used for vocational courses was adequate for teaching basic skills in specific occupational areas, it is generally obsolete and does not represent the state-of-the-art equipment in use in business and industry. The Dade County Public Safety Correctional System does not specifically provide for repair and replacement of equipment. When repairs are needed, they are provided by either the Dade County Public Safety Correctional System, Miami-Dade Community College, or the Dade County Public School District on a cooperative basis. Dade County Public Safety Correctional System funds used in this manner come from the facility's operating funds while those furnished by Miami-Dade Community College and the Dade County Public School District seem to be largely unexpended for the purposes earned.

Some laboratory equipment did not meet safety standards. Specific examples noted were machines in the cabinet shop which were not secured to the floor and blades of some cutting machines which did not have required safety guards. Some electric outlets in the shop areas were located in such a manner as to hinder movement of materials. Bare wires were exposed in the individual study carrels of the IMTS at the County Jail.

No formal emergency purchasing system for the acquisition of instructional supplies and repair of equipment is currently in use, although, based on discussions with teachers, such a system had been available until recently. Timely response to requests by Miami-Dade Community College and the Dade County Public School District may diminish the need for such a system.

Student Personnel Services - Student Service activities which generally exist in an academic setting do not exist in any of the Dade correctional facilities. On a limited basis, prior to admission to educational programs, students are evaluated to determine their chances of success. Correctional counselors generally conduct the evaluation and place inmates in programs based on their interviews. Counseling does take place, and is usually conducted by members of the correctional staff. There is generally one counselor per facility, but no periodic assessment of admission policies was in evidence.

There is a student orientation program which acquaints new students with policies, functions, and personnel of the educational department, but this orientation is limited with respect to discussions of educational opportunities. There was no evidence that studies of initial placement, success in training, initial job placement, and success on the job are utilized in counseling.

Official files and records are maintained and safeguarded to a degree but this criterion is not fully implemented in all of the correctional facilities. Individual instructors maintained records on those individuals who drop out of a program, as well as those who finish.

Long Range Planning - The Dade County Public Safety Corrections Department does not have a written plan for developing new programs and phasing others out. Academic classes offered were in response to identified low educational levels of incarcerated individuals. Vocational class offerings tend to be those that have some intrinsic value to Dade County, are approved by CETA to reimburse inmates for their time in classes, or can be used to enhance an inmate's self image. Lindsey Hopkins (Dade County Public Schools) has closed several vocational programs at one facility. Low enrollment from lack of interest was indicated as the reason.

Dade County Public Schools and Miami-Dade Community College work closely in coordinating council activities, however, it was reported that programs and classes offered in the Dade County Public Safety Corrections facilities were delivered according to requests from Dade County Public Safety Corrections administration. The Dade County Public Safety Corrections System does participate in the implementation of programs, and communicates on a verbal level with the local educational agencies, but does not participate in a formal long range planning process.

There was no evidence of periodic evaluation and modification of long range or short range educational plans. Both local educational agencies delivering programs to the corrections department appear to respond to identified educational needs in a sincere, straightforward manner. Success of the current system of planning depends greatly on the personalities of the individuals involved.

Learning Resource Center - Three of the four facilities had some form of learning resource center. The lone exception was the Intermediate Correctional Detention Center, which has the newest and smallest program. Although not well equipped, there are libraries at the Dade County Stockade, the Women's Detention Center, and the Dade County Jail.

Materials in the libraries, with the possible exception of law books, have been contributed by individuals or organizations. There is no money budgeted to purchase books or other library materials. Materials available do not fit into the courses offered, either as references or as collateral reading; many were quite old and out-of-date.

Except for the IMTS lab at the County Jail, there was no attempt to use a multi-media approach to learning. Even at the IMTS lab, equipment available was not in use due to an inadequate number of electric power outlets.

The Dade County Public Safety Correctional System does not have an education department. Education in the system is a cooperative venture between the Social Services Division of the system, the Miami-Dade Community College and the Dade County Public School District. The Social Services Division does not have a plan for evaluating the effectiveness of its learning resource center.

Placement and Follow-up - No placement and follow-up personnel exist at any of the Dade County Public Safety Corrections facilities studies. Released inmates participating in educational programs are permitted to use Lindsey Hopkins and Miami-Dade Community College placement services. No records are maintained to determine how many actually use the services. Dade County Corrections Social Services staff provide pre-release assistance in securing employment.

Participants in the Dade County Corrections educational programs are encouraged to continue their studies with Dade County Public Schools or Miami-Dade Community College. No records exist to determine how many individuals may have continued their studies. Specific barriers to inmates who want to continue studies include (1) resources to live while involved in educational programs, (2) inability to pay fees related to specific educational programs and classes, and (3) lack of motivation once released.

Attendance reports of students in Dade County Correctional Education Programs were merged with attendance reports of the local education agencies. Follow-up data were not available for instructors or administrators for evaluation or modification of the Dade County Corrections education program.

9. Correctional Officer Training -- The extent and types of training for correctional officers being conducted and fee policies used.

Definition and Legislative Intent. A correctional officer is defined by 1981 Florida Statutes, Chapter 942.10, as a person who is appointed or employed full-time by the State or any political subdivision thereof whose primary responsibility is the supervision, protection, care, custody, and control of inmates within a correctional institution; however, the term "correctional officer" does not include secretarial, clerical, or professionally trained personnel.

The intent of the Legislature is to strengthen and upgrade law enforcement agencies and correctional institutions in the State by attracting competent, highly qualified people for professional careers in the criminal justice disciplines and to retain well-qualified and experienced officers for the purpose of providing maximum protection and safety to the citizens of, the visitors to, and the inmates in this state as stated in F.S. 943.085(1).

It is further the intent of the Legislature to establish a minimum foundation program for law enforcement and correctional officers which will provide a statewide minimum salary for all such officers, to provide a state monetary supplement in order to effectuate an upgrading of compensation for all law enforcement and correctional officers, and to upgrade the educational and training standards of such officers.

The Criminal Justice Standards and Training Commission. The Criminal Justice Standards and Training Commission (CJSTC) within the Department of Law Enforcement is a 16-member commission consisting of the Secretary of the Department of Corrections, the Attorney General or a designated assistant; the Commissioner of Education or a designated assistant; the Director of the Division of the Florida Highway Patrol; and 12 members appointed by the Governor, consisting of three sheriffs, three chiefs of police, two law enforcement officers, two correctional officers, one person in charge of a county correctional institution and one resident of the state not included in any category above (F.S. 943.11).

In addition to many other responsibilities, this Commission is charged with establishing uniform minimum standards for the employment and training of correctional officers. The Commission also approves institutions and facilities for training correctional officers (F.S. 943.12).

The Commission establishes and maintains specifically designed training programs for the various criminal justice disciplines for the purpose of providing basic employment certification, career development, and specialized training for correctional officers (F.S. 943.14).

Tuition and Pay Incentives. The Department of Corrections is authorized to pay any costs of tuition of a trainee in attendance at an approved recruit training program (F.S. 943.16).

Pay incentives for education and training accomplishments are offered to each correctional officer who has a community college degree or equivalent (completion of a least 60 semester or 90 quarter hours at a community college) with a major study relating to the criminal justice system in the amount of a sum not exceeding $30 per month. A correctional officer who receives a bachelor's degree shall receive an additional sum not exceeding $50 per month. In addition to these incentives, a correctional officer who completes 480 hours of approved training courses as established by the career development program shall receive a sum not exceeding $120 per month. The Commission by rule may provide for proportional shares for courses completed in 80-hour units (F.S. 943.22).

Goals and Objectives of Training. The goals and objectives for training for 1981-83 are outlined in the Department of Corrections' Master Training Plan, approved March, 1982, as follows:

1. Ensure equitable staff development opportunities for all classes of departmental employees.

2. Implement staff development standards required for accreditation.

3. Develop more structured instructional methods.

4. Develop more training manuals for specific missions.

5. Implement a broader utilization of other training facilities and programs including community colleges, universities, area vocational-technical centers, community education programs, local law enforcement agencies, and special training courses.

6. Encourage continued education programs and staff self-improvement; i.e., maximum utilization of the six tuition free hours available for State employees at State Universities.

7. Provide expanded in-service training and increase training in the technical and financial support areas.

8. Continue to implement the Specialized Youthful Offender Staff Training Program at all youthful offender institutions.

9. Develop and implement systematic statewide monitoring of the staff development function.

Types and Extent of Training for Correctional Officers. Information provided in this section regarding extent of educational offerings for correctional officers is based on offerings during FY 1981-82. Because important changes have taken place regarding training requirements and pay incentives which became effective July 1, 1982, these changes are noted in this section.

Five categories of training are described. Comments are made regarding the delivery of each training category. The extent and cost of training by provider is then described. Please refer to the Fee Policies section of this chapter for a discussion of fees waived or paid - these are not included in the cost data of this section.

1. Orientation Training. This 40-hour training session takes place during working hours of the new employee's first week with the Department of Corrections. There is currently no statewide standardized curriculum for this training program; however, DOC recently enlisted the help of Florida State University to design such a standardized curriculum. An orientation program currently would include such activities as a welcome and orientation talk by appropriate personnel currently employed by DOC (e.g., the superintendent and other persons in positions of responsibility at the institution) to acquaint the new employee with the institution and the functions of different units within the institution. Personnel rules and regulations, rules of the Department (Chapter 33 of the Administrative Code), policy and procedure directives, operating procedures of the institution, and emergency plans training are examples of other topics frequently included. Here the new employee may be provided a tour of the institution to become familiar with the physical facility. A sampling of training in technical skills as well as a preview of job responsibilities is usually included. A minimum of 40 hours of orientation training for each new employee is required by the Commission on Accreditation for Corrections and by the Department of Corrections.

This training is done at the institutional level and is conducted primarily by Department of Corrections correctional training specialists assisted by other selected Department of Corrections employees.

Three community colleges reported FTE for Orientation Training as follows:

Table 9-1

FTE and Cost for Orientation Training

	Credit FTE	Non-Credit FTE	Cost (Excluding Fees)
Lake City Comm. Coll.	65.95	21.55	$ 97,669
Polk Community Coll.	-	5.61	7,103
South Florida J.C.	-	5.68	6,877
Totals	65.95	32.84	$111,649

Costs were determined by average cost per FTE by discipline, by college using the 1981-82 community college cost analysis.

Table 9-2

FTE and Cost for Basic Standards Training

Institutions	Credit FTE	NonCredit FTE	Cost (Excluding Fees)
Brevard Community College	-	59.64	$ 99,528
Broward County (through BCC)	-	44.06	82,754
Central Florida Community College	-	19.6	35,900
Chipola Community College	14.76	14.22	47,660
Daytona Beach Community College	22.2	-	45,640
Hillsborough Community College	.85	10.14	19,809
Indian River Community College	33.07	-	57,198
Lake City Community College	156.62	201.86	456,857
Lake-Sumter Community College	31.5	-	39,003
Lee County Vocational Tech.	-	11.34	27,540
Lively Area Vocational Tech.	Negligible for 1981-82		
Miami-Dade Community College	3.4	-	5,319
Palm Beach Community College	-	33.6	65,290
Pensacola Junior College	.53	-	644
Polk Community College	54.33	-	124,598
South Florida Junior College	47.6	15.86	73,730
TOTALS	364.86	410.32	$1,181,470

2. Basic Standards (also referred to as Basic Recruit or Minimum Standards) Training. This minimum standards training course is required for those individuals desiring to become a "correctional officer." In 1981-82 the number of required hours was 160. This was increased to 320 hours effective July 1, 1982. Minimum training standards are established by the Criminal Justice Standards and Training Commission. The primary delivery of this training in 1981-82 was through the Department of Corrections conducted at the Corrections Training Institute (CTI) located near the Union Correctional Institution, Raiford, Florida. This was the Department of Correction's centralized training facility for Basic Standards Training. The CTI reports training activities to the Department of Corrections by enrollment, number of training hours, and students graduated. CTI reported the following for FY 1981-82:

Enrollment:	453
Students Graduated:	329
Training Hours:	53,249

While this training is not reported to DOC by FTE, all CTI training for FY 1981-82 except for the following was included in Lake City Community College's FTE count for Basic Standards Training:

Enrollment:	35
Students Graduated:	30
Training Hours:	5,600

The above 5,600 hours of training were conducted by CTI for Dade Correctional Institution and for Broward Correctional Institution.

Thirteen community colleges and two vocational-technical centers reported the Basic Standards Training shown in Table 9-2.

3. Specialized or Advanced Training. This training is designed to help individuals obtain highly specialized skills to keep current with technological and other advances. This training might take place when there are changes in administration and operation of the correctional institutions. The principal delivery of this training was by the Department of Corrections at the state, institutional, and regional levels.

The following four community colleges reported FTE in Specialized or Advanced Training:

Table 9-3

FTE and Cost for Specialized/Advanced Training

	Credit	Non-Credit	Cost (Exclu. Fees)
Hillsborough Comm. Coll.	-	1.24	$ 2,496
Indian River Comm. Coll.	1.8	-	1,935
Polk Community College	-	7.25	9,179
South Florida J.C.	-	2.22	2,687
Totals	1.8	10.71	$16,297

4. Career Development. This training is designed to prepare the officer for another job resulting in a promotion or to prepare him to become better equipped in his current job assignment. There were 14 Career Development training courses before July 1, 1982 which were approved by the former Corrections Standards Council. As of that date, pay incentives are now offered to employees who successfully complete such courses. For 80 hours an employee may receive a pay raise of $20 per month up to $120 for 480 hours. There are 18 approved 40-hour career development training courses for correctional officers.

During FY 1981-82 the following colleges reported Career Development FTE non-credit enrollment as follows (no credit reported):

Table 9-4

FTE and Cost for Career Development Training

	Non-Credit	Cost (Exclu. Fees)
Central Florida Comm. Coll.	1.5	$ 2,623
Hillsborough Comm. Coll.	21.78	33,065
Lake City Comm. Coll.	4.47	4,207
Totals	27.75	$39,895

5. In-Service Training. Forty hours of in-service training are required for Department of Corrections employees. Correctional training specialists provide the majority of this training or coordinate the delivery with a community college. Examples of in-service training might include key control, first aid, working with new forms, letter writing, or emergency plans. No pay incentive is offered for this training.

The following colleges reported FTE for In-Service Training for Department of Corrections employees during FY 1981-82.

Table 9-5

FTE and Cost for In-Service Training

	Credit	Non-Credit	Cost (Exclu. Fees)
Indian River Comm. Coll.	3.7	2.59	$8,295
Polk Comm. Coll.	-	.49	620
Totals	3.7	3.08	$8,915

Excluding the CTI training, a grand total of 921.01 FTE was reported by the Certified Correctional Officer Training Centers at a cost of $1,285,757.

Corrections Officer Training by Department of Corrections. The Department of Corrections reported a total of 643,281 training hours for FY 1981-82. This includes training by all sources mentioned in the next section of this report which deals with delivery of training for correctional officers. The Bureau of Staff Development reported a total salary figure of $475,567 for FY 1981-82. This figure includes salary for 23 professional positions and three clerical positions. The following additional cost figures were provided by the Department of Corrections: supplies and services, $56,323; equipment expenditures, $5,951; travel costs, $22,584. The source of funds was general revenue. Costs described in this paragraph total $560,425.

Delivery of Training for Correctional Officers

1. Department of Corrections. The organizational chart in Appendix P represents the structure for DOC's staff development personnel in charge of officer training. It includes DOC's Central Office's Bureau of Staff Development, made up of a Bureau Chief, a Curriculum Specialist, an In-Service Training Supervisor, and one clerical position. Responsibilities include curriculum development, coordination and supervision of staff development programs, and direct supervision of the Correctional Training Institute.

The Correctional Training Institute (CTI) which is located at Raiford has a staff of seven people, including a director, four correctional training specialists, and two support clerical positions. The primary function of this Institute during 1981-82 was Basic Standards Training. This Institute is certified by the Criminal Justice Standards and Training Commission as a Certified Training Center.

In FY 1981-82 there were 12 Correctional Training Specialists assigned to the 26 major institutions to deliver or coordinate orientation and in-service training to employees. A Correctional Training Specialist is located in each of the five Regional Offices to serve the training needs of Probation and Parole Field Services, Community Facilities, and the Regional Office.

Department of Corrections employees who have specialized skills are often used to deliver training in their areas of expertise. These persons are asked to assist in orientation and specialized training programs.

2. Educational Institutions. Appendix Q shows the location of 21 certified Correctional Officer Training Centers, including 18 community colleges and 2 vocational-technical centers as well as the Correctional Training Institute. At the 18 community colleges and two vocational-technical centers two full-time and 220 part-time employees were involved in providing Orientation, Basic Standards, Career Development, Specialized or In-Service Training during FY 1981-82.

The State University System also provides tuition-free job-related courses to employees.

3. Other Resources. Employees of DOC are encouraged to participate in workshops, seminars, and conferences conducted by outside resources. In addition, outside resources such as other state agencies, private vendors, service groups, military and federal agencies provide training. Correctional Training Specialists are charged with being aware of these resources and using them wherever appropriate.

In addition, individualized, performance-based, self-instructional programs for employees "will be established," according to DOC's master training plan, with course credit being awarded upon successful completion of a test administered by a correctional training specialist.

Use of Training Resources. Appendix R is a Training Resource Table from the DOC master training plan. This table identifies eight resources that may be used to deliver training in 76 specific subject areas. The master plan suggests that means of delivery other than the correctional training specialist be used when standards curricula is unavailable or when the correctional training specialist lacks the time or expertise to deliver the training.

Fee Policies. Certified Correctional Officer Training Centers were asked to respond to a questionnaire which identified training (summarized in Section 1 of the Findings chapter - Description of Programs) and indicated whether fees for this training were paid, waived, or whether there was an in-kind service arrangement. Examples of in-kind service were asked for, where applicable. The following table 9-6 shows total FTE reported, both credit and noncredit, for the five training categories identified previously, the amount of fees paid or waived, and the estimated value of in-kind services received. Examples of in-kind services reported are included immediately after the table.

Examples of in-kind services were reported as follows:

Central Florida Community College. "Used the Lowell Interagency Pistol Range for approximately 90 hours during these courses; one of the Career Development Programs we put on in 1981-82 (mangt. course) utilized the training facility at FCI and 2 FCI employees volunteered approximately 7 hours each in coordinated time in the course."

Chipola Community College. "DOC provided some classrooms and some instructors as well as some ammunition."

Daytona Beach Community College. "Ground maintenance on main and satellite campuses. External building maintenance on main and satellite campuses. Provision of classroom facilities and utilities for training/education provided at institution."

Hillsborough Community College. "On-site technical assistance of Department of Corrections Regional Training Specialist."

Indian River Community College. "Support wages-instructors, counselors; use of facilities; rentals, materials and supplies; use of firing range; no charge for utilities."

Lake City Community College. "Salaries of Department of Corrections employees at the Correctional Training Institute to conduct orientation and basic standards programs, including planning time of five professional and two support positions ($139,093 x 75% = $104,320); janitorial services, maintenance and minor repairs to facilities located at CTI, pest control service, electricity, water, sewage, maintenance of pistol range, duplication of handout materials; non-paid contracts issued instructors whose salaries were paid by Department of Corrections."

Polk Community College. "Instructors taught without pay by college."

The State University System provided 31 lower level, 509 upper level, and 198 graduate level tuition-waived credits in 1981-82. Although Table 9-7 shows an estimate of $54,365 for full cost of the 1981-82 instruction, the State University System does not generate FTE for funding purposes for state employee waivers. This included 147 corrections officers. Eight universities participated, all except the University of West Florida.

Table 9-6

FTE Paid, Waived, and In-Kind Services at Certified Correctional Officer Training Centers

Institution	FTE	Amount Paid	Amount Waived	Value of Inkind Service
Brevard Comm. Coll.	59.64	$ 3,745	$ 2,345	$ 0
Broward County*	44.06	571	6,543	0
Central Florida Comm. Coll.	21.1	3,930	0	315
Chipola Comm. Coll.	28.98	0	0	3,320
CTI(DOC)**	n/a	n/a	n/a	n/a
Daytona Beach Comm. Coll.	22.2	0	0	13,872
Hillsborough Comm. Coll.	34.01	12,775	616	2,850
Indian River Comm. Coll.	41.16	1,242	19,638	36,900
Lake City Comm. Coll.***	450.45	1,020	92,016	104,320
Lake-Sumter Comm. Coll.	31.5	3,675	10,973	0
Lee Co. Vo-Tech Center	11.34	1,575	0	-
Miami-Dade Comm. Coll.	3.4	1,836	0	0
Palm Beach Junior Coll.	33.6	130	0	0
Pensacola Junior Coll.	.53	336	0	0
Polk Comm. Coll.	67.68	3,605	0	10,049
South Florida Junior Coll.	71.36	8,330	7,277	0
TOTALS	921.01	$42,770	$139,408	$171,626

*Broward Community College offers Correctional Officers Training in a Consortium with the Broward County School Board and the Broward County Chiefs Association. Information concerning FTE was submitted in a report from Broward County. At the present time, no credit is offered by Broward Community College for Correctional Officer Training and there are no shared FTEs; $175 of the $571 goes to BCC for administrative expenses.

**See sub-section 2 - Basic Standards.

***In addition to the five training categories described and reported earlier, Lake City Community College reported a total of 162.8 Credit FTE, with $40,522 fees waived and $37,828 estimated value of inkind services received, for a two-year degree program for correctional training officers for which fees are waived. This is not included in the above chart.

Table 9-7

State University System

Service to Department of Corrections Employees

Based on 1980-81 Cost Per Credit Hour

Study by Discipline 2nd by Course Level

1981-82 Academic Year

		Student Credits Taken				
University	No. of DOC Employee Waivers	Lower Level	Upper Level	Grad. Level	Direct Cost of Instruc.	Full Cost of Instruc.
Univ. of Florida	4	0	0	12	$ 1,000.92	$ 2,022.00
Florida State Univ.	7	0	12	21	1,959.00	3,549.63
Florida A & M Univ.	32	16	126	6	5,012.33	11,472.35
Univ. of South Florida	59	15	199	43	8,360.87	16,611.05
Fla. Atlantic Univ.	2	0	3	5	376.54	744.32
Univ. of West Florida	0	0	0	0	0	0
Univ. of Central Florida	28	0	142	61	4,777.50	9,553.44
Fla. International Univ.	7	0	6	26	1,613.31	3,668.66
Univ. of North Florida	8	0	21	24	2,786.68	6,713.37
State University System Totals	147	31	509	198	$25,887.15	$54,364.82

For purposes of considering training for correctional officers in 1982-83, the following points are relevant:

1. A correctional Officer Training Trust Fund Budget of $511,238 is available in 1982-83, $198,500 of which has been budgeted to pay for tuition for career development training. Also, $837,894 has been set aside for pay incentives for successful completion of career development training.

2. The requirement for Basic Standards has increased to 320 hours. For 1982-83, $316,457 in general revenue dollars has been earmarked to pay for tuition at Certified Training Centers providing this training. The Department of Corrections Bureau of Staff Development plans for the Basic Standards Training to be provided primarily by Correctional Officer Training Centers other than CTI. The role of CTI is changing from the primary provider of this training to a Specialized Training function.

Implications

Recommendations related to the findings of this study have implications which could be crucial to the resolution of issues which are held in the highest of priority by Florida's leaders and citizenry. The contribution of resources by Florida's taxpayers to provide instructional services in support of the state's correctional system must have a clear set of meaningful goals. Using such services as a substitute for work, passing the time of day, or supervised recreation was not determined by the study group as acceptable. On the contrary, as stated in his February 8, 1981 address to the American Bar Association, U.S. Supreme Court Chief Justice Warren E. Burger reflected that prison officials and legislatures should:

> Make all vocational and educational programs mandatory with credit against the sentence for educational progress - literally a program to learn the way out of prison, so that no prisoner leaves without at least being able to read, write, do basic arithmetic and have a marketable skill.

The implication here is clear, particularly in light of the fact that in 1981-82, 51% of inmates entering Florida's state prisons were 24 years of age or younger, and 70% of these were serving terms for non-violent crimes. Circuit Judge Charles E. Miner, Jr. of Tallahassee, in conference with the study group coordinators, indicated that the youthful, non-violent offenders should be a priority for education, which focuses on functional literacy, marketable skills, and adjustment to society, which should greatly increase the potential for the early release/parole of these offenders. It would naturally follow that an alternative to 7 and 8-digit spending of capital outlay dollars to construct more prisons could be to emphasize prescribed counseling, instruction, training, and motivation for our non-violent short-term inmates to make them responsible citizens who are functionally literate with marketable skills, and then expedite a supervised release program for them. Aside from the altruistic implications here, the potential for a reduced need for inmate space resulting from the early release of society-ready prisoners leads to the futher potential for reduced needs for high-cost prison construction appropriations and the cost of incarcerating repeat offenders.

Justice Burger also strongly emphasizes that, to make such programs successful, the guards and prison personnel must be trained to have a positive impact on the attitudes of the inmates:

> In all too many state penal institutions the personnel . . . are poorly trained and some are not trained at all for the difficult and sensitive role they should perform . . . an important and lasting consequence of lack of trained personnel is the impact on the inmate - who continues his hostility toward society . . .

The consequence here also is clear. With a set of missions and goals to mentally, physically, and emotionally prepare releasable inmates early for their return to society, the full support and understanding of the correctional institutions' officers and staff are critical. Their instruction must be of high quality and oriented to education by the objectives of encouraging the functional literacy, marketable skills, and societal acceptability of the inmates.

Finally, in regard to non-releasable, long-term, violent, hard-core, hardened, habitual, and/or career criminals, there is a need for specialized instructional and educational services which, although the objectives of functional literacy, marketable skills, and societal acceptability might well also be practical orientations, their near-term and perhaps long-term society is that of the prison. There are maintenance duties to perform, regulations to follow, laws to uphold, members of their prison society to respect, jobs to accomplish, and in a rapidly growing prison industry, goods to manufacture, foods to raise for sale on the open market, and businesses to operate. At an average of over $7,800 per year to "keep" a convict in a Florida prison, it is only rational to expect the long-term inmate to learn to perform - and perform - services which help to defray the expenses of his or her incarceration.

In the course of developing the findings and recommendations of this study, all members of the study group personally spoke with correctional institutions' education staff, inmates, and/or staff from the community colleges and school districts who offer education programs to inmates. On September 15, 1982 the study chairman gave the "kick-off" address to the Department of Corrections Education Staff Training Workshop, and then spent two days meeting informally with education supervisors, academic teachers, and vocational instructors, who shared their concerns and priorities as seen from inside the correctional compounds. Feedback from such conversations and meetings is reflected throughout this study.

The ensuing recommendations have been developed based upon and undergirded by the information and data described in the "Findings" section of this study, and in the light of the implications related to (1) short-term, non-violent offenders, (2) the educational needs of correctional staff, and (3) long-term, hardened, professional criminals.

Recommendations

1. Curriculum to be offered by each department.

The curriculum recommendations in this section all deal with inmates of the state correctional system. Inmates of other systems are not included. Education and training services for correctional officers may be found at Recommendation #7 which deals with training for correctional officers and Recommendation #2 which deals with alternative funding proposals.

This Committee acknowledges the recent report of the Governor's Commission on Secondary Schools, under the Chairmanship of B. Frank Brown, which expressed concern about the General Educational Development Examination. In 1979 the passing rate for this exam was 73.7%. The Commission strongly questioned whether the test measures either academic achievement or life experience learning, stating that the "important educational question to be answered is: What does this test, in fact, measure?"

The Commission recommended the following:

> The kinds of tests we use to send important signals to both students and teachers. The GED . . . Test is not an appropriate examination for exiting from high school and should no longer be available as an avenue by which a high school age student can receive a diploma. Eligibility for the high school equivalency diploma based upon the GED test should be dependent on a lapse of at least six months after the graduation of the students' regular classes.
>
> A new early exit program should replace the current practice of allowing high school students to obtain a diploma by passing the GED test. The legislature should require a rigorous test which will assure that the exiting student has the same degree of literacy as a regular high school graduate.

A major GED study is currently being conducted by the Department of Education. It appears that criticism of the GED test in the Brown report is directed towards the early high school exit program authorized under Section 229.814 F.S., and not at the GED program for adults. However, when the term GED is used, it should be kept in mind that should a more appropriate exam or process be identified it should be considered.

A. Instruction leading to the attainment of a high school diploma through the GED preparation and testing program, the achievement of functional literacy, and competency in writing, English, verbal, and mathematics skills must be of the highest priority. The school districts and community colleges authorized to award high school diplomas should be used far more extensively in providing these services to inmates in Florida's prisons. There should be no duplication of funding efforts by the different agencies. Closely tied to these actions, the Department of

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Corrections should initiate prior to September 1, 1983 the conduct of pilot programs in at least two correctional institutions at which all programs dealing with attaining a high school diploma, the achievement of functional literacy, and competence in writing, English, verbal, and mathematics skills are offered by school districts or community colleges authorized to award high school diplomas.

A high percentage of inmates enter the correctional system lacking the fundamental literacy required to adequately function in society. Many also lack salable trade and professional skills necessary for success in a wage earning environment.

Educational involvement during their period of incarceration offers many inmates a last resort opportunity to prepare themselves both academically and vocationally to rejoin society with a higher degree of self-sufficiency upon release.

It is important that educational offerings be fairly and honestly represented. Educational courses should be of high quality and content appropriate and functional in today's society. Each course should address and attempt to correct identified individual personal deficiencies.

Overcrowding in correctional facilities and limited public financial resources available for educational purposes dictate that policies pertaining to education be adopted and priorities established. A high school diploma is virtually a necessity in today's world. In many jobs it is a requisite for consideration in hiring. Most jobs, even menial ones, are advertised with a diploma mentioned as a necessary requirement. Without it, coupled with the stigma of a prison record, most ex-inmates face a desperate situation as they attempt to enter the job market upon release.

Many inmates who enter the prison population already possessing a high school diploma are actually found to be functionally illiterate. These inmates should be identified and given the compensatory instruction in basic skills required to raise them to a functional level.

1. Youthful and first offenders should be given priority consideration for admission.

2. Retention in the program should be based on attitude and progress.

3. Gain time should recognize effort, attitude and progress rather than mere attendance.

4. Requirements for high school completion and courses offered should closely parallel those in the public school system.

B. Training and Education leading to the attainment of vocational skills and marketable trades based upon an inmate's potential to succeed through a strongly managed assessments and needs evaluation program must be of a highest priority closely coordinated with the GED and functional literacy program. The services of the designated area vocational technical schools administered by the school districts and community colleges should be utilized by the Department of Corrections in providing this program far more extensively than in the past. This is especially true in situations where the college or vocational technical school is in close proximity to the correctional facility. Closely tied to these actions, the Department of Corrections should initiate prior to September 1, 1983, the conduct of pilot programs in at least two correctional institutions at which all programs dealing with vocational training, occupational skills, and marketable trades are offered by the designated area vocational technical schools administered by the school districts or community colleges.

The ability for each individual to be able to do useful work needed in society, that pays a living wage, is a basic requirement. Many of the vocational courses now offered in the correctional system offer no hope to the inmate for finding a worthwhile job upon release. A high percentage of present offerings primarily provide a maintenance service to the institution and should not be classified as vocational. Considerable restructuring in courses to be offered is needed along with adoption of policies and procedures to be followed to assure continued course relevance and effectiveness.

1. The Vocational Planning Process as developed and administered by the Division of Vocational Education, Florida Department of Education, should be adopted for vocational planning purposes in correctional institutions. Labor market need data should be modified and interpreted on a statewide basis with some regional and national consideration given in the application phase. This should assure a greatly improved relevancy in programs.

2. Entry into vocational programs should be timed so that program completion will coincide as closely as possible with an inmate's release from prison.

3. Youthful inmates and first offenders should be given priority consideration for admission.

4. Retention in the program should be based on effort, attitude, and progress.

5. Inmates should not be allowed to repeat a vocational program as he may do now for as many times as he wishes.

6. Inmates, upon successful and demonstrated completion of a vocational program, should be promptly transferred to prison industries, placed on work release or paroled.

7. Vocational program completers should be tracked to determine the extent that they found jobs in fields related to their training. Follow-up results should serve as a basis for modification or retention-discontinuation of programs.

8. Educational programs should be separated from prison maintenance-service efforts. On-the-job training (OJT) and maintenance should not receive educational credit or educational fund support.

C. Coping, life skills, motivational, and societal adjustment education and training are crucial to the success of learning functional literacy and marketable skills, and should be conducted in formal classroom settings and in informal activities in the correctional setting and should be offered by the facility education supervisor and his staff with the support of the facility superintendent, correctional officers, counselors, and psychologists assigned. Contracting with educational institutions or other professional educators to assist in the delivery of such courses should be permissable.

Most inmates have a multitude of personal problems. Developing an understanding of self and a sense of self-worth is essential. Courses and organized group and individual efforts to this end are deemed worthwhile. The ability to cope is necessary if acquired academic and vocational skills are to be functional.

D. Personal Enrichment courses should be coordinated and administered by the facility education supervisor but should not generate FEFP or CCPF state dollars in their support.

Personal enrichment and leisure courses are seen by the study group as being desirable but not essential to meeting the education and training goals of a correctional institution. Public education funds would not appropriately be expended for these purposes, with the exception of a paid education supervisor being responsible for arranging such activities when it is determined that such courses serve to accomplish a specific priority function for selected inmates within the institution.

E. College level courses should be made available by community colleges and universities to inmates on a fee-paid basis as described in recommendation A.(2) under Funding Proposals, when the inmate student has a clearly demonstrated potential to utilize the instruction in society, because the course will prepare the inmate, within reasonable time limitations of his release, to attain a marketable skill, trade, or life skill, based upon his or her potential to succeed. However, the offering of two- or four-year degree programs to convicts under state funding support policies is not closely tied to the goal or intent of providing performance-based instruction services with a priority objective of developing functional literacy, employment competence, and coping aptitude.

The offering of Associate of Arts, Associate of Science, and Bachelor's degrees to convicts is seen by the study group as an expense which is not closely tied with the purpose of providing education and training services to Florida's inmate population. However, in special cases where it would provide an inmate the occupational skills which he or she needs to become a productive member of society upon release, the community college or university should be the agency to offer college level courses. It is further the judgment of the study group that the offering of college level courses should be based on a thorough assessment of the needs and potential of the inmate, tied closely to the inmate's earliest possible release date, and based upon the inmate's prior education and ability. In view of the fact that an Associate of Arts degree is designed essentially to prepare a student for entry into an upper-level baccalaureate program it would not be within the guidelines of this recommendation to prepare an inmate to enter into such a university program upon release, as a substitute for work or preparing him or her for a marketable skill to be used for employment purposes upon release.

For a number of years, the Department of Corrections, with assistance from the Division of Community Colleges and many individual colleges across the state, has searched for creative funding for college credit education programs for inmates. To avoid restricting participation severely, more effort should go into a search for funding sources.

The inmate who comes into the system with a high school education and a vocational skill finds some escape from insanity through participation in a college course. The philosophy of the value of continuing education holds true in the prison setting. Warehousing individuals has proven to be more costly in terms of personnel losses and destructiveness to property than providing worthwhile activities for inmates. These factors should be considered for all inmates, with the understanding that such college courses which are supported by public funds must have specific purposes and objectives and are not appropriately offered to inmates as a substitute for work, to fill a classroom, as a means of supervision, or to replace free time.

2. A Set of Alternative Funding Proposals for Continuing and Enhancing Each Department's Programs

This set of recommendations is limited to funding proposals for the education and training of inmates and responds to Item 352, Chapter 82-215, Laws of Florida, at Appendix B. Proposals related to the funding of correctional officer training are in section 7. of this chapter.

A.(1) Department of Corrections

The heart and foundation for an "education by objectives" program for inmates is found in the correctional facility's education staff, which should be responsible for at least two principal functions, that of (1) counsel, guidance, providing instruction in life skills, societal adjustment, motivation to learn and succeed, the importance of literacy and salable skills, and (2) the coordination and arrangement with local school districts, community colleges, and designated area vocational education schools for priority instructional programs dealing with functional literacy and marketable skills. Salaries, direct costs, and support costs related to these two major activities should be a priority of the Department of Corrections appropriations request for full funding from general revenue and grants/donations resources, with cost factors developed to provide greater support for short-term inmates, particularly youthful offenders, incarcerated for non-violent crimes, and collateral support for long-term or hardened criminals whose education should be more directed to institutional adjustment and work programs related to needs of the correctional facility, the Department of Corrections, and the State of Florida.

If educational programs are discriminatory and prioritized by inmate target population and the objectives or outcomes of the learning process, rather than assignment to classes with vacancies, to take up time, as a substitute for work, without the full use of an assessment and potentialities program, or with a small future opportunity to use the learning to reduce the cost of his/her incarceration either in the prison setting or by earning the rights to early release, the Florida taxpayer should find his dollars invested well, and be willing to support such activities. Appropriations to the Department of Corrections with subsequent allocation to the correctional facilities should be of sufficient priority to insure that fully competitive salaries are available for the Bureau and facility educational staffs, accompanied by fiscal resources to accommodate the direct and support costs so necessary to meet the priority objectives and the collateral objectives. The major outcome of this recommendation is expected to be a significant increase in quality and meaningful inmate education.

A.(2) Student fees for fee-bearing courses taken by inmates which are offered by community colleges, school districts, and area vocational education schools should be paid through any one or combination of four methods: (1) paid by inmates financially able to pay the fees themselves, or (2) paid by the inmates by obtaining student financial aid to pay the fees, or (3) paid through value received from work performed by the enrolled inmates at the minimum wage, should that be different from the current hourly rate of $3.35, at a job which contributes to a worthy public, community, or state project, or (4) funded by appropriations action through the Department of Corrections for inmates unable to pay themselves, obtain financial aid, or work.

The intent of this recommendation is first to insure fees paid to educational institutions for programs and courses offered within an education-by-objectives atmosphere for inmates, where the courses and programs are selected through conferencing between the correctional education supervisors and the staffs of the school districts and community colleges, and secondly to place the fee payment responsibility upon the inmate through use of his own private resources, financial aid if qualified, and/or working off the cost of the fees where fees are charged. It is the belief of the study group that services received completely free are less valuable to the recipient than are services paid or worked for, particularly where adult students are the learners and recipients of the service. It is further the belief of the study group that the paying of fees to the educational agencies by resources available to the Department of Corrections, whether these resources are appropriated monies, inmate dollars, financial aid support to the inmate, or value received for work performed by the inmates, is a superior and more practical, cost effective policy than one which incorporates the waiving of student fees. An inmate working at a job, agreed to between the officials of the educational agency and the correctional facility, which contributes to a worthy public, community, or state enterprise, should be eligible to apply an appropriate portion of hours worked towards his or her student fee charge.

B. Community Colleges

Funding should be fully adequate for community colleges as follows: (1) Student fees should be received as outlined in the foregoing recommendations by dollars or by value received for work performed by the inmate students. (2) Support costs provided by the correctional institution through maintenance, utilities, and provisions of facilities, is strongly encouraged and no support costs claims against state fiscal resources for such support costs provided would be necessary or appropriate. (3) Support cost accounting for inmates taking courses on the campus would be treated as they are with any other on-campus student being supported by the Community College Program Fund (CCPF). (4) Direct instructional costs for classroom and shop offerings in the correctional facility or on the campus should also be fully funded through the CCPF, and enrollments should be projected to reflect these costs by program.

Community college instruction to inmates which is to be funded should be determined through deliberations with the correctional facility education supervisor, and should support the philosophy of the staffing recommendations of sections 3 and 4 combined, and the curriculum recommendations in section 1. Inmate education should be an integral part of the missions of more than half of our 28 community colleges, particularly those which are (1) designated area vocational education schools, (2) authorized to issue high school diplomas, and (3) needed to offer practical AS degree programs.

It is clear to the study group that this funding proposal should result in performance based instruction that is of the highest quality the State of Florida has to offer, cost effective, worthwhile and meaningful to the inmates, the taxpayers, the community college boards of trustees, the Department of Corrections staffs, and the society. In addition it provides the opportunity, where such arrangements can be made, for soon-to-be-released/paroled inmates to receive some of their instruction at the community college itself, which is currently prohibited by law. Finally, in order to have a record of goals to be achieved and agency responsibilities, the participating community colleges and correctional facilities should develop inter-agency contracts to be agreed to in writing by the facility superintendents and the college presidents, which would identify methods to be used to generate student fees, support costs, and direct costs of instruction to be performed.

C. School Districts

Funding for school districts should be fully adequate as follows: (1) Student fees should be received as indicated in section A. above, by payment of dollars or by value received for work performed by the inmate students. (2) Support costs provided by use of facility resources of the correctional institution is strongly encouraged, thus the claiming of such "Other Purchased Services" against the state through the Florida Education Finance Program (FEFP) for these programs would be eliminated. (3) Other Purchased Services for inmates taking courses on the site of a school district's adult education or area vocational education school would be treated as they are with any other on-site student being supported through the FEFP. (4) Direct costs for classroom and shop offerings in the correctional institution or at the school should also be fully funded through the FEFP, and these costs should be projected by type of program in the state enrollment projection conferences.

School District instruction to inmates which is to be funded should be determined through deliberations with the correctional facility education supervisor, and should support the philosophy of the staffing recommendations of section 3. and 4. combined, and the curriculum recommendations in section 1. Inmate education should be an integral part of the missions of our school districts, particularly those which are designated area vocational education schools and those whose facilities for adult ABE/GED programs are in close proximity to a state correctional institution.

It is clear to the study group that this funding proposal should result in performance based instruction that is of the highest quality the State of Florida has to offer, cost effective, worthwhile and meaningful to the inmates, the taxpayers, the school boards, the Department of Corrections staffs, and the society. In addition it provides the opportunity, where such arrangements can be made, for soon-to-be-released/paroled inmates to receive some of their instruction in the school facility itself. Finally, in order to have a record of goals to be achieved and agency responsibilities, the participating school districts and correctional facilities should develop inter-agency contracts to be agreed to in writing by the facility superintendents and the superintendents of schools, which would identify methods to be used to generate student fees, "Other Purchased Services," and direct costs of instruction to be performed.

Finally, there should be no duplication of effort in providing programs to inmates. Community colleges and public school districts should be alert to not request funding to provide the same program or course to inmates of a single correctional institution.

3. and 4. A recommendation by specific educational program relating to appropriate staffing level to be utilized within each department, and a recommendation relating to the appropriate qualifications for educational staff working in these programs.

The recommendations in this section relate specifically to two major points made in the implications section regarding inmate education:

A. An emphasis should be made on prescribed education, training, counseling, and motivation for non-violent, short-term inmates to make them functionally literate and responsible citizens with marketable skills in order that we can expedite for them a supervised release program.

B. In regard to violent, hardened, long-term convicts, there is a need for specialized instructional services which, although the objectives of functional literacy, marketable skills, and societal acceptability are practical orientations, their society is and perhaps will be that of the prison environment.

The ensuing recommendations also are supportive of those found in section 1 on curriculum, which address the following:

A. Courses leading to the attainment of functional literacy and a high school diploma should be taught far more extensively by the school districts and community colleges, and all such courses should be offered by the districts and colleges at two pilot correctional institutions.

B. Courses leading to the attainment of a marketable trade/skill should be taught far more extensively by the designated area vocational education schools administered by the school boards and community college boards of trustees, and all such courses should be offered by these Boards at two pilot correctional institutions.

C. Coping, life skills, motivational, and societal adjustment training should be administered by the corrections facility education supervisor and his/her staff.

D. Personal enrichment courses should be coordinated by the corrections facility education supervisor and conducted by such persons as volunteers and other inmates at no added expense to the taxpayer.

E. College credit courses must clearly be to prepare an inmate, within reasonable time limitations of his or her release, to attain a skill or profession based upon the inmate's potential to succeed; such courses should be taught by the community colleges.

The recommendations in this section are organized by educational delivery system:

A. Department of Corrections

The education supervisor of a correctional facility must be provided with a staff capable of teaching classes in life skills, motivation to learn and succeed, societal adjustment, and the importance of attaining functional literacy and marketable skills; each supervisor requires at least one full-time counselor or psychologist, one librarian, and one clerk in addition to his/her teaching staff.

The education supervisor is the key to making any education and training activity at a corrections institution successful and meeting the goals of the programs. The supervisor must have the full support of the institutional superintendent and the corrections officer staff and must be able to coordinate and arrange for priority instructional programs dealing with functional literacy and marketable skills with the appropriate school district, community college, and designated vocational education school officials. The measure of the worth of the program will also be the quality of performance of the supervisor's instructional staff which should provide formal and informal classes in life skills, the counselor who should be available at all times to aid inmates to deal with special problems, and the librarian, often assisted by inmates, who must be accessible and able to procure and make texts available to student inmates as required. In regard to the important counseling function, national and state data exist which support the great need for guidance services to inmates, particularly in placement in appropriate courses. The minimum administrative and support staff for these programs for the system would be 26 each educational supervisors, counselors/psychologists, clerks, and librarians, compared to the current respective levels of employment for these positions of 25, 24, 20, and 22. This will provide for at least one of each of the four specialists in each of the 26 major institutions, and in the larger institutions, these minimums would be inadequate. The role of staff development for education staff in the Department of Corrections should focus on retraining or recruitment of qualified staff to aid inmates in acquiring skills outlined in Recommendation 1.C, page 81. Of the 19 vocational training coordinators, the 135 vocational instructors, and the 123 classroom teachers, it would be necessary that at least the four pilot facilities, determine who should be (1) transferred to a designated vocational education school, (2) converted to a teacher of life skills, motivation, societal adjustment, the importance of attainment, and coping, (3) transferred to a school district or community college adult education department, or (4) placed in another position in the facility dealing with on-the-job training, librarian, counselor, or other position for which qualified. In developing personnel needs for teachers as prescribed in this section, consideration should be given to the use of part-time teachers, volunteers, and teacher aides in lieu of the current practice of hiring all teachers to work full-time 8-hour days 12 months each year. Finally, it will be of the greatest importance that the education supervisor has the authority to call for the replacement of any incompetent teachers provided by the school district or community college.

B. Community Colleges

Teacher and support staff personnel and funding adjustments in the community college system should be developed which would support an increase of functional literacy (GED/ABE) inmate enrollments currently in programs taught by Department of Corrections staff, an increase of the vocational education inmate enrollments currently in classes taught by Department of Corrections staff, and recognize a probable decrease in the inmate enrollment in college-level courses.

During 1981-82 the community colleges used an adaptive personnel management process throughout the system to provide functional literacy, college credit, vocational, and coping courses for inmates. This is exemplified by the fact that they used only 30 teachers and 2 administrators full-time for inmate education, 29 teachers and 34 administrators who were full-time with the colleges but part-time with inmate education, 234 teachers and 1 administrator who were part-time with the college, all of which was spent in inmate education, and 18 teachers and 1 administrator who were part-time with the colleges and part of this time was spent in inmate education. With a probable increase in course offerings to meet the respective goals of functional literacy and marketable job skills, and a decrease of college credit and adjustment courses, it is clear that added instructional staff, some full-time and some part-time, will be needed for GED/ABE and vocational courses, with a reciprocal reduction in instructional staff for college-level courses and coping skills courses. Such adjustments should be developed on a timely basis and planned in conference and cooperation with the education supervisors and their staffs of the correctional institutions. The continued use of an adaptive personnel process where part-time and full-time administrators, teachers, and volunteers are used as needed to accomplish the goals of the program is highly recommended. The study group does not visualize significant changes in the numbers of support persons required in the community college system to implement this recommendation, but it is estimated that the total need for teachers will increase based upon joint arrangements to be made between corrections and community college officials to implement this recommendation.

C. Public School Districts

Teacher and support staff personnel and funding adjustments in the school districts should be developed which would support an increase of the functional literacy (GED/ABE) inmate enrollments currently in programs taught by Department of Corrections staff and an increase of the vocational education inmate enrollments currently in classes taught by Department of Corrections staff.

Similar to the 1981-82 personnel management procedure incorporated by the community college system, the school districts provided functional literacy, vocational, and coping education programs for inmates using 23 full-time teachers, plus 6 teachers and 9 administrators who were full-time with the district and part-time with inmate education, 54 teachers who were part-time with the district, all of which was spent in inmate education, and 9 teachers with 1 administrator who were part-time with the district, part of which was spent in inmate education. With a probable increase in course offerings to meet the respective goals of functional literacy and marketable job skills and a decrease in personal adjustment courses, it is clear that added instructional staff, some full-time and some part-time, will be needed for GED/ABE and vocational courses, with a reciprocal reduction in instructional staff for coping skills courses. Such adjustments should be developed on a timely basis and planned in conference and cooperation with the education supervisors and their staffs of the correctional institutions. The continued use of an adaptive personnel process where part-time and full-time administrators, teachers, teacher aides and volunteers are used as needed to accomplish the goals of the program is highly recommended. The study group does not visualize significant changes in the numbers of support persons required in the school districts to implement this recommendation, but it is estimated that the total need for teachers will increase based upon joint arrangements to be made between corrections and school district officials to implement this recommendation.

D. All Systems

1. Teaching Personnel - All personnel assigned to teaching positions should be required to meet the certification requirements specified in State Board of Education Rules for the area(s) of the individual's duly assigned responsibility.

2. Administrative Personnel - Educational staff assigned responsibilities as educational supervisors, librarians, counselors, and vocational coordinators must meet the certification requirements for their particular administrative, curricular or service assignment as prescribed in State Board of Education Rules. Librarians may be considered to be certified if they meet the standards specified by the American Library Association.

3. Support Personnel - Support staff should have as a minimum a high school education. They should also possess an aptitude for and an interest in their assigned function, and should be required to participate in relevant staff development activities.

5. A recommendation for criteria or changes which should be proposed regarding the assessment of offender educational needs.

The recommendations in this section are based essentially on part 6 of the "Findings" section, particularly those that lead to the following conclusions:

A. Testing of inmates often takes place in one day, when a thorough process which also allows an appropriate amount of time between tests would take two or more days.

B. There is no apparent attempt made in the evaluation process to identify inmates with learning disabilities, and the tests to identify sensory deficiencies are not refined.

C. In some cases, inmates may refuse to participate in academic or vocational classes, and in others, enrollment in educational programs is mandatory, even for inmates who do not want to participate.

D. All inmates are not well oriented on the procedures for requesting assignment to a specific educational program.

E. Procedures at the reception facility and correctional institutions are not always in consonance with the policies of the Department of Corrections.

F. Individual needs based on needs assessments hold a lesser assignment priority than do class vacancies and labor needs of the facility.

G. Gain time for the combined offerings of educational programs and social services such as drug and alcohol counseling are capped at six days per month, with no cap on gain time for work programs.

Recommendations related to assessment are sorted into three categories - achievement incentives, implementation of test results, and changes in testing.

A. Achievement incentives as a concept in the current correctional education program in Florida is practically non-existent, and this should be changed to allow early release, early parole, added gain time, and/or sealing or expunging the inmate's (defendant's) youthful offender record, for those who achieve specific educational milestones such as earning a high school diploma accompanied by specific evidence of functional literacy, earning a vocational educational certificate showing a clear mastery of a marketable skill, and/or a strong endorsement by the educational supervisor that the inmate is fully prepared to return to society as a productive, self-reliant, and contributing member.

The major incentive for inmate performance is accumulation of gain time to accelerate the inmate's release date. Under present laws, however, earning of gain time is heavily skewed in favor of working in assigned jobs, regardless of the job's relevance to the inmate's educational needs, and away from everything in an education program. Incentive provisions should be revised to allow award of gain time for satisfactory participation in academic and vocational education programs on a day-for-day basis, the same as is currently awarded for satisfactory job performance.

Also, in support of our efforts to release as soon as possible those society-ready inmates who have attained functional literacy and marketable occupation skills, the study group urges that actions be taken to also allow early release, early parole, and in the case of youthful offenders, a sealing or expunging of his or her record. Achievement of such milestones with accompanying meaningful incentives should make the inmates employable upon release, lessen the probability of recidivism, and vacate space being filled by non-violent, short-term, youthful or other offenders where time is the principal factor in their continued incarceration.

B. Test results, accompanied by qualified counseling and guidance actions, should be implemented in the future by making every effort to classify and assign inmates on the basis of their assessed educational needs, and particularly those youthful and other offenders who have been found guilty of non-violent crimes and whose sentences are one to four years in duration.

There is little to be gained by assessing inmate educational needs if those needs are to be ignored in their classification and assignment. It became apparent to the study group members working on this section that other factors currently take precedence over the educational and training needs of the inmates. About 60% of Florida's inmates are 18-24 years of age serving one to four year sentences for crimes of a non-violent nature, and the concerted implementation of testing and counseling for such persons could result in their meeting important learning and corrective milestones and subsequently qualifying for early release or expedited parole, clearing needed space in the correctional institutions and reducing the level of Florida's incarcerated population.

C. Changes in the testing process should be made to support the goal of appropriate placement of inmates into educational, training, and counseling programs designed for outcomes of functional literacy, marketable skills/occupations, and adjustment to society, to include: (1) spread out testing for new inmates over several days, (2) screen inmates for hearing and vision deficiencies, (3) evaluate inmates for possible handicaps, (4) administer an adaptive behavior scale to inmates whose performance is two or more standard deviations below the mean on a standardized intelligence test, and (5) measure the psycho-educational process areas of each inmate with such instruments as the Detroit Tests of Learning Aptitude.

The rationale for improvement of the actual testing process is provided in the base of the recommendation itself. Changes in testing which should be made are not necessarily limited to those five examples given, but should be consciously aimed at placing all inmates into a relevant educational, training, and counseling program.

D. Procedures should be implemented to locate and identify all inmates, 21 years of age and younger, who have not completed a secondary education program and who may be in need of special education and related services. Evaluation procedures need to be revised to meet state and federal law and each handicapped inmate should be appropriately placed and have an Individual Education Plan (IEP).

6. A recommendation related to the current level of resources, other than personnel, being utilized.

Registered throughout this study are several findings and recommendations which relate to resources other than personnel, and the most significant ones are identified below:

A. FTE funding must be appropriately calculated when the DOC provides the facility and other direct support for instruction.

B. Use of correctional institution educational facilities and services for instructional programs is encouraged.

C. Additions to correctional education facilities are not keeping pace with the increase in inmate population.

D. Limited modifications to correctional education facilities are taking place in the correctional setting.

E. Community college facilities are used in part for the offering of corrections officer training in Orientation, Basic Standards, Specialized or Advanced, Career, and In-Service programs.

F. Vocational training equipment, tools, and shops in the correctional institutions often are outdated, in disrepair, and unsafe.

Findings indicate that vocational education facilities, shop equipment, and academic course materials and supplies available at correctional institutions are at many locations in poor condition, limited supply, or outdated. During the implementation process for these recommendations it is urged that joint meetings be held between staffs of the correctional institutions and the respective staffs of the community colleges and school districts to develop proposed means to repair, replace, improve, and/or procure needed supplies, equipment, and facilities, identify probable sources of funding to accomplish this, and to take action to request and/or obtain resources to upgrade these inventories.

In order for improved performance based instruction to have the best chance for success, it will be essential to have equipment, facilities, supplies, and materials used in the learning process to be workable, current, and available. The details of procurement and ownership should be resolved jointly in order that all parties have a clear understanding of their respective responsibilities and authority.

7. Recommendations Regarding the Funding of Correctional Officer Training.

The proposals presented in this section are tied to the overall findings and recommendations of the study, and are also influenced by the following facts which relate specifically to the correctional officer system in Florida.

A. Correctional institutions are being upgraded and strengthened by attracting and retaining competent, highly qualified people for professional careers in criminal justice disciplines.

B. A minimum foundation program has been established to provide minimum salaries, increased compensation, and an upgrading of education and training standards for correctional officers.

C. The 1982-83 Correctional Officer Training Trust Fund amounts to $511,233. Of this amount, $198,500 is budgeted for career development course tuition costs.

D. Pay incentives for correctional officers amounting to $837,894 are available for successful completion of career development training.

E. As of July 1, 1982 the requirement for Basic Standards has doubled to 320 hours, with $316,457 in general revenue funding earmarked for tuition at Certified Training Centers.

The intent of the following recommendations is to encourage the strong commitment shown by the above-described current year funding directives of the 1982 Legislature and the Governor, to establish and maintain qualified and well-trained correctional officers for the State Department of Corrections. The recommendations are based on the premise that each cooperative effort for correctional officer training should be adequately funded.

Tuition and fee charges for correctional officer credit and non-credit training and education offered either by the Department of Corrections, a Community College, or a School District facility, should be paid from funds made available to the Department of Corrections from trust funds and general revenue resources appropriated for such purposes with particular emphasis placed upon insuring a fully adequate funding level for the five types of correctional officer training.

The high priority that has been placed upon goals to upgrade and strengthen the quality of Florida's correctional officer force, evidenced by current year funding directions of the 1982 legislature and the Governor's Office, in tuition assistance for career development and basic standards instruction, reflects a need to continue and improve these efforts. It is the judgment of the study group that the Department of Corrections requires such resources to use as a recruitment tool to attract the best qualified personnel available. It is further the group's conclusion that paid student fees represent resources required to pay for the direct and support cost of instruction, to include the salaries of instructors employed by the agency delivering the training and/or education.

In response to Item 352, Chapter 82-215, Laws of Florida, at Appendix B, the generation of Full-Time Equivalent (FTE) funding support for corrections officer training should be reported by school districts and community colleges separately, to aid in the determination of appropriate funding. No estimated value of in-kind services received should be reported on cost analyses prepared by educational institutions for corrections officer training - only actual expenditures should be reported for corrections officer training. The funding process for community colleges should be based on allocations made through the Community College Program Fund (CCPF) on the program-based funding process currently being initiated, and for school districts through the Florida Education Finance Program (FEFP).

Cooperation between the Department of Corrections and the Department of Education is strongly encouraged. This committee recognizes, however, that such cooperative efforts may have significant systemwide effects. In the past, cost analysis reporting by community colleges has been considered in the allocation process on a college group by discipline average rather than on a college by discipline average. The net effect of this has been to increase the total allocations to colleges reporting low cost FTE or to insert cost into the college cost analysis where there was no college cost. Over a period of years this process has had the cumulative effect of placing cost into the base for certain programs and colleges. Program cost factors for the FEFP are based on statewide averaging. Therefore, a similar phenomenon could occur in that sector. In order for cooperative efforts between two agencies to be successful it is often necessary for the staffs to minimize their respective identifications with their employing departments and involve themselves with the combined, joint goals of the compact. Secondly, although it is critical that the Corrections and Education Departments work closely together to create excellence in correctional officer education, this must be accomplished with the constant caution that costs, funding, and resources must be accounted for separately in order that funding overlap does not occur.

8. An overall recommendation dealing with the implementation process and impact of this plan.

With regard to implementation of Recommendations 1-6, the following note may be useful: CSHB 1327, Chapter 79-184, Laws of Florida, assigned responsibility for the provision of education programs to school-age students in 20 Health and Rehabilitative Services (HRS) residential care facilities to the school districts in which those facilities were located. This committee recognizes this transfer of educational responsibility as somewhat analagous to recommendations included regarding educational programs for inmates in DOC facilities. Moreover, in implementation of recommendations included in this report for inmates, the committee suggests that the process of transfer for educational programs from HRS to DOE may be helpful as a model.

Due to the extensive nature and inherent complexities of the procedures related to the delivery of educational programs provided for Florida's State Correctional System, members of the study group have urged the acceptance of a recommendation which addresses the implementation and impact of this study:

A. It is the intent of the study group that each of the seven sets of recommendations be implemented without delay, and recommend further the appropriation of $75,000, to be administered by the Department of Education, to contract with a non-public agency to perform an impact study on the findings and recommendations found in the study "Educational Programs Provided for the Florida State Correctional System." The impact study should explore the fiscal, operational, and programmatic aspects of educational programs in correctional systems of other states, with the purpose of identifying implications potentially applicable to the evolution of an ideal model for Florida. The impact study should also include a consideration of Florida's Health and Rehabilitative Services (HRS) model described in Chapter 79-184, Laws of Florida, where educational agencies in the vicinity of 19 HRS residential care facilities are charged with the responsibility for providing educational offerings to residents of those facilities.

This recommendation is seen as an important follow-up action to the findings and recommendations found herein, but should not deter both positive and timely actions to commence the implementation procedures called for in the preceding seven recommendations which deal with curricula, funding, staffing, staff qualifications, assessment of offender needs, levels of resources, and correctional officer training. On the contrary, findings resulting from the process of implementing these seven sets of recommendations should become an integral part of the proposed impact study.

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